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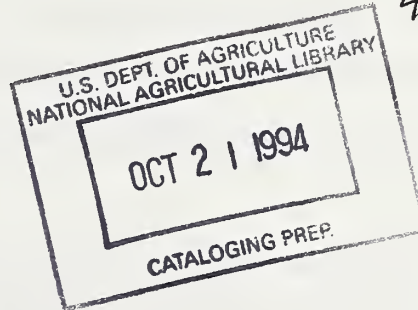
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THE COMPARATIVE STUDY OF SIX USDA
FOOD AND NUTRITION PROGRAMS

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PREFACE

This report provides background information for use in the comprehensive U.S. Department of Agriculture evaluation of the Expanded Food and Nutrition Education Program (EFNEP) requested by the Senate Appropriations Agriculture Sub-committee. This paper specifically addresses the following portion of the Sub-committee's query:

How does the effectiveness of EFNEP programs compare with the possible effectiveness of other methods of achieving nutrition education objectives such as food stamps, the women, infants, and children program, and nutrition education in the schools? (Senate Report No. 96-246, pp. 40-41)

Six U.S. Department of Agriculture food and nutrition programs--Expanded Food and Nutrition Education Program (EFNEP), 4-H Food and Nutrition Program (4-H), General Food and Nutrition Program (General F&N), Food Stamp Program (FSP), Nutrition Education and Training (NET), and Special Supplemental Food Program for Women, Infants, and Children (WIC)--were chosen for review ¹/. Each program is described and compared on key components both to respond to the Congressional mandate and to provide pertinent program information to policymakers and program managers. Dr. Jane Roth, program analyst, Program Analysis Staff, Science and Education Administration, USDA, and Barbara Fontana, nutritionist, Extension Service, USDA, designed and conducted the study.

The report contains both quantitative and descriptive data on each program. It would not have been possible to gather all this information without the time and cooperation of those directly involved with the programs. In addition, valuable assistance from the initial stages of conceptualization, through the numerous versions of report formatting, and finally to the report writing were provided by others.

¹/ The School Lunch Program is not included since it is only a food assistance program, not providing any nutrition education.

A special thanks to Dr. John M. Brazzel, Chief, Program Analysis Staff, Science and Education Administration, U.S.D.A., for his general guidance and helpful advice throughout the study. Much thanks to Molly Frantz, Budget Examiner, Agriculture Branch, Office of Management and Budget; Dr. Lynn Maish, Office of Budget Planning and Evaluation; and Dr. George Mayeske, Program Analysis Staff, Science and Education Administration, for their insightful comments and useful suggestions when reviewing numerous drafts of the report. Members of each of the six program staffs provided invaluable assistance in collecting the respective information and later reviewing drafts.

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Introduction

Since the mid-1960's, Federal programs have been designed to improve the diets of the disadvantaged. While these programs have greatly reduced hunger and malnutrition, they have not eliminated the problems. In addition, the dilemma of how best to provide adequate diets for all United States citizens still exists. This study focuses on the nutrition education activities of six major Federal food and nutrition programs targetted to reduce hunger and malnutrition through nutrition education and/or food supplements.

Food and nutrition research (Yankelovich, Skelly and White, 1980; Dunning, 1976; Walker and Hill, 1976; Berresford, 1956; Koh and Caples, 1979) indicates that the greatest need for nutrition education is among the poor and the less educated. However, what types of program services would best meet their needs have not yet been identified. This study provides the data to begin to answer two questions: (1) what program services would best meet the needs of the malnourished; and (2) the Senate Appropriations Agriculture Subcommittee inquiry:

How does the effectiveness of EFNEP programs compare with the possible effectiveness of other methods of achieving nutrition education objectives such as food stamps, the women, infants, and children program, and nutrition education in the schools? (Senate Report No. 96-246, pp. 40-41)

These four programs, as well as the two remaining Extension food and nutrition programs, were chosen for review and comparison: Expanded Food and Nutrition Education Program (EFNEP), 4-H Food and Nutrition Program (4-H), General Food and Nutrition Program (General F&N), Food Stamp Program (FSP), Nutrition Education and Training (NET), and Special Supplemental Food Program for Women, Infants, and Children (WIC). Each of these programs, housed in either Extension Service (ES) or Food and Nutrition Service (FNS) provide some form of nutrition education to their respective program participants; and each has the same ultimate goal—to improve the nutritional status of program participants.

EFNEP, 4-H and General F&N are administered by the Extension Service which influences the overall operation of each program. The primary function of the nationwide Extension Service is out-of-school applied education. Since 1914, Smith-Lever general education funds have been distributed on the basis of population to the land-grant universities in the 50 States, Puerto Rico, Guam and the Virgin Islands. These funds are used primarily to hire State and county Extension Service personnel to work with adults, youth, families, and community organizations in the areas of agriculture, natural resources, community development, 4-H youth, and family education, as well as food and nutrition. The educational programs are designed to incorporate relevant research results and technological advances of the State agricultural colleges and experiment stations. The particular subject matter emphases among the program areas are determined according to the respective State and local needs. This paper focuses on the food and nutrition activities of these three Extension programs which are described in the first three sections of the next chapter titled Program Descriptions.

The other three programs--FSP, NET, and WIC--are housed in FNS. The missions of FNS are to eliminate poverty caused by hunger and malnutrition among low-income individuals and families and to encourage nutritious eating habits among our Nation's children. Presently, both food assistance and nutrition education are the methods used to achieve this goal. It was only in 1977 that the 95th Congress added nutrition education components to the food and assistance programs--FSP and WIC; and introduced NET as a separate program to reduce plate waste in the School Lunch Program and provide nutrition education

to our Nation's youth. These three programs are each described respectively in the fourth, fifth, and sixth sections of the Program Descriptions chapter.

Looking at the six programs from a different perspective, four of the programs provide only nutrition education; while the other two--FSP and WIC--provide both nutrition education and food assistance. This report focuses on the nutrition education components of all programs; providing only descriptive data on the food assistance components, not comparisons across programs. The similarities and differences of all six programs are highlighted in the context of the nutrition education activities. Specifically, the study provides: (1) current information on the nutrition education and food assistance components of each of the six programs; (2) comparisons of the nutrition education component of the six programs; and (3) recommendations for program changes and future studies.

Policymakers need specific comparative information as a foundation for decisionmaking. Especially in times of limited funding for food assistance and nutrition education, each program must be accountable for its activities. Unfortunately, due to the lack of both evaluative studies and comparable program data, the effectiveness of the nutrition education component of these six programs can only be addressed in a limited manner. The question: "Which program nutrition education component is most effective?", therefore, cannot be answered in this paper. The fact that the subcommittee question as to the effectiveness of EFNEP versus other nutrition education activities cannot be answered conclusively does not mean that specific questions concerning program effectiveness can not be addressed. This report provides much material on each program operation which can be used to examine specific activities across programs and to identify future areas for study.

Data Limitations

All data contained in this report were collected from program offices and extant reports. It is all secondary data; no new data were collected specifically for this study. Because these data are not comparable, every effort has been made throughout this report to indicate the appropriate limitations in using these data.

In addition, only data on the primary recipients of program services are included. For example, the EFNEP section reports facts and figures on enrolled homemakers, not their families.

Organization of Report

In the next chapter, each program is described in terms of program features including purposes, participants, services, and administration. The same format is followed in each program chapter to facilitate comparisons across programs ^{1/}. The third chapter is a comparative analysis of the data on the six programs. The major findings are summarized. The last chapter presents recommendations for program changes and future studies.

^{1/} To allow for data comparability, Fiscal Year 1979 data were used. These data were the most recent data available from all programs when the study was initiated.

EXPANDED FOOD AND NUTRITION PROGRAM (EFNEP)

The Adult EFNEP program started in Fiscal Year 1969 as an educational program designed to improve the diet and nutritional status of low-income families, especially those with young children. Food and nutrition education is provided to primary food preparers. EFNEP Youth ¹/₁ began in Fiscal Year 1970 also as an education program o provide food and nutrition information to interested youth from economically disadvantaged families.

I. PROGRAM PARTICIPANTS

A. Eligibility Requirements:

o Participants:

Adult -- Eligibility extends to low-income homemakers, especially those with young children and youth.

Youth -- Eligibility, as in State 4-H programs, extends to individuals 9 to 19 from low-income families; primarily in urban areas. Their families do not need to be enrolled in Adult EFNEP.

o Nutrition Risk for Adults:

Poor dietary patterns; however programs are restricted to homemakers considered in general good health who do not require therapeutic diet counseling.

- o Nutritional Risk for Youth:

Programs are restricted to youth considered in general good health who do not require therapeutic diet counseling.

- o Income:

Individual must be at or below poverty level 2/.

- o Residence:

To participate in the program, an individual must reside within a geographical area served by the program.

B. Number of Eligible Participants in Fiscal Year 1979 3/

- o Youth: 4,352,000

- o Adult: 5,909,000

- o TOTAL: 10,261,000

1/ The program EFNEP Youth is also known as 4-H EFNEP. For purposes of clarity, the authors have chosen to use "EFNEP Youth."

2/ Source: Community Services Administration (CSA) based upon family size and annual income. Income and household size is self-reported by the applicants. Appendix A explains the CSA poverty income guidelines and provides the guidelines for Fiscal Year 1979.

3/ Source: Tables 20 and 21, respectively, in Money Income and Poverty Status of Families and Persons in the United States: 1979 (Advance Report), Series P-60, No. 125, U.S. Department of Commerce, Bureau of the Census. The youth figure represents the number of individuals below poverty between 9 and 19 in 1979. The adult figure represents the number of "families with female householder, no husband present" with children under 18 in 1979 (the closest category in the Bureau of Census data to Adult EFNEP eligibility requirements).

C. Number of Participants in Fiscal Year 1979 4/

- o Adult: 290,402
- o Youth: 639,103
- o TOTAL: 929,505 participants.

D. Percent of Eligible Reached in Fiscal Year 1979 5/

9.1 percent of eligible participants.

E. Annual Federal Expenditure per Participant for Nutrition Education in
Fiscal Year 1979 6/

- o Adult: \$142.72 per participant.
- o Youth: \$16.21 per participant.

F. Program Participants by Race in Fiscal Year 1979 7/

	Adults		Youth		Total		
	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>	
White	69,421	39	321,166	50	390,587	47.87	
Black	75,256	42	233,769	37	309,025	37.88	
Hispanic	28,410	16	69,946	11	98,536	12.06	
American Indian/ Alaskan Native	2,731	2	7,551	1	10,282	1.27	
Asian/ Pacific Islander	<u>1,069</u>	<u>1</u>	<u>6,671</u>	<u>1</u>	<u>7,740</u>	<u>.95</u>	
TOTAL	176,887	100	639,103	100	815,990	100.03	8/

4/ Source: September 1979 Program Data. These figures represent the total number of homemakers served from October 1, 1978 to September 30, 1979.

5/ This figure was derived by dividing the number of participants by the number of eligible participants. This figure may overestimate the percent of eligible persons reached because persons who withdraw from the program with less than six visits are counted again if they re-enter the same Fiscal Year. Source: Instructions for Family Record, Aides' List of Families, List of Youth Participants in EFNEP, 4-H, HE-51 Revised.

6/ These figures were determined by dividing the number of 1979 Adult program participants into the 80 percent of the federal funds appropriated for the adult component of the program and 20 percent of the funds appropriated for the youth component of the program. See Federal Requirements for Distribution of Program Funds.

7/ These figures represent program participants who were enrolled as of September 30, 1979. For this reason, the total is less than the total number of individuals served during the Fiscal Year.

8/ Due to rounding, the total does not equal 100 percent.

G. Program Participants by Region in Fiscal Year 1979: 9/

	Adults		Youth		Total	
	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct</u>
North Central	56,199	19	149,431	23	205,630	22.12
Northeast	51,222	18	146,335	23	197,557	21.25
South	150,256	52	261,714	41	411,970	44.32
West	<u>32,725</u>	<u>11</u>	<u>81,623</u>	<u>13</u>	<u>114,348</u>	<u>12.30</u>
Total	290,402	100	639,103	100	929,505	99.99 <u>10/</u>

II. NUTRITION EDUCATION PROGRAM COMPONENTA. Nutrition Education Objectives: 11/

o Adult:

Improve knowledge of nutritional value of food.

Improve food management skills.

Improve dietary patterns.

Refer participants to related Community Services.

o Youth:

Contribute to the personal development of disadvantage urban youth through nutrition education.

Contribute to improvement of diets and nutrition of families through education programs for youth.

B. Nutrition Education Providers

o Adult:

Indigenous paraprofessionals with approximately 120 hours of initial training and subsequent frequent inservice training from the local supervising home economics Extension agent.

o Youth:

Indigenous paraprofessionals assisted by volunteers.

9/ Source for regional breakdown: USDA (Appendix B).

Source for data: These figures represent the total number of persons served from October 1, 1978 to September 30, 1979.

10/ Due to rounding, the total does not equal 100.00 percent.

11/ Nutrition education objectives refer to statements which outline the purposes of instruction in the nutrition area as defined by program legislation, guidelines, regulations, and/or practice. See: Revised Policy Guidelines and Suggestions for Conducting Extension Expanded Food and Nutrition Education Program, approved by ECOP, August 3, 1976 (HE 100, August 1976).

C. Types of Nutrition Education Materials

o Adult:

Federal, State, and occasionally locally-developed pamphlets supplemented by audiovisuals for one-to one and small group teaching.

o Youth:

Federal, State, occasionally local or commercial print and audiovisual curriculum packages.

D. Content of Nutrition Education Materials

o Adult and Youth: Nutrition Information

Basic nutrients and their functions.

Food Managemetn Skills

Food Purchasing

Food Storage and Sanitation

Food and Meal Planning

Food Preparation

Food Production (gardening)

Food Preservation and Safety.

E. Methods of Delivery

o Adult:

One-one, mostly in homes.

Small groups.

o Youth:

Special interest groups and classes.

Day and overnight camps.

Clubs

F. Participation in Nutrition Education

o Adult:

Adult participation is voluntary and length of enrollment in the program is based on homemaker responsiveness to teaching. Frequency of contact varies among families. Program guidelines suggest graduation based on homemakers' knowledge and practices. The degree of participation varies depending upon the State resources, delivery system, and participant interest.

o Youth:

Youth may voluntarily participate in one or more activities —
Groups which meet one day to several months,
Camps which provide one to seven day experiences
that last from several weeks to 3-month programs.
Clubs which involve year-round participation.
The degree of participation varies depending upon the State
resources, delivery system, and participant interest.

G. Basis for Continued Participation

o Adult:

Achievement is measured by both participant self-report of progression on 35 program objectives 12/ as monitored by paraprofessionals and improvement of diet as recorded on 24-hour food frequency instruments 13/.

o Youth:

Interest in program is the only basis for continued participation. No standards of achievement are used as basis for continuation in the program.

H. Relevant Nutrition Education Studies

The studies summarized below are a representative sample of the EFNEP evaluations conducted to date 14/.

o Adult:

One study 15/ designed to develop a progression model and examine utility in adult EFNEP was conducted in a sample of states. This study fieldtested a progression model and found it useful as a diagnostic tool for aides. The data gathered on the homemakers using the food frequency and food behavior checklists demonstrated positive effects of EFNEP on the homemaker's eating and nutrition-related habits. However, no comparison groups were included to allow comparisons between homemakers who were working with aides using the progression model and those who were not involved with aides using the model.

Another statewide study 16/ was conducted to examine whether the improvements in nutrition-related habits by homemakers after leaving EFNEP were being maintained.

12/ The Food Behavior Checklist which is recommended by the national EFNEP office measures an individual's knowledge in five major areas: nutritional knowledge, food purchasing, food preparation, food storage and sanitation, and food and meal planning.

13/ The 24-Hour Frequency which is required by the national EFNEP office is an instrument for scoring an individual's food consumption over the previous 24 hours. An individual's score is based on the number of servings eaten within each of the four groups: milk, meat, vegetables and fruit, and bread and cereal, during the past 24 hours.

14/ It should be noted that the main instrument used in most EFNEP studies for assessing recipient progress is the 24-hour frequency measure which may have a systematic bias and does have questionable validity.

15/ Synectices Corporation. A Progression Model for the Expanded Food and Nutrition Education Program, April 1976.

16/ Kerr, Mary Andrews, Linda Nierman, and Crissy Kartregga. Evaluation of the Long-Term Effects of the Expanded Food and Nutrition Education Program in Michigan, Michigan State University, June 1979.

Families which had participated for at least one year in EFNEP and had been terminated for at least six months were randomly selected from five counties and then interviewed by an Extension research assistant. Interview and file data were analyzed for 108 families.

The analysis showed the following patterns:

Nutrition-related skills were learned. Respondents stated that food preparation (36 percent) and nutrition and meal-planning skills (27 percent) were the most important things learned from EFNEP.

Food recall scores continued to show some improvement. After one-year termination from the program, homemakers retained about half of the gain recorded at program graduation.

A recent examination of EFNEP was conducted by the General Accounting Office in response to a Congressional request 17/ to obtain information on EFNEP's efficiency and effectiveness in cities such as Boston, New York, Chicago, and Los Angeles. The group interviewed program aides who believed that participation in EFNEP improved homemakers' diets and nutrition knowledge. However, the group was unable to report the degree of EFNEP's effectiveness due to the lack of a sufficient management information system. As relates to EFNEP's goals, the following shortcomings were noted.

The one-to-one approach to recruiting and instructing homemakers is costly and therefore limits the number of families reached.

The validity of the program's primary evaluation tool, the 24-hour recall 18/, is questionable.

Coordination between EFNEP and other nutrition-related programs is generally inadequate.

A GAO report 19/ drawing from the data reported in the Congressional testimony, stated the following conclusions:

EFNEP does not have specific standards and effective evaluation feedback tools to measure its success...data is not gathered and compiled on changes in the participant's knowledge or behavior regarding such major program aspects as food buying, preparation

17/ The group's findings were reported by William E. Gahr, Senior Group Director of the Community and Economic Development Division, April 21, 1980.

18/ The 24-hour recall instrument is, in fact, a 24-hour frequency instrument which scores an individual's food consumption over the previous 24 hours. See IIG.

19/ General Accounting Office. Areas Needing Improvement in the Adult Expanded Food and Nutrition Education Program, September 4, 1980.

and care. Nor have USDA's and others' reviews given insight into the programs effectiveness or ineffectiveness in improving homemakers's nutrition knowledge or diets.

The most current national evaluation of the program is the ongoing Congressionally-mandated study 20/ designed to ascertain the program goals and the extent to which they are being reached, to determine benefits to participants, and to compare EFNEP with other Federal nutrition education activities. This study will be completed in Fall 1981.

o Youth:

A study 21/ to assess the effectiveness of the EFNEP Youth Nutrition Lesson Series for 8 to 12 year old children was designed to measure differences in nutrition knowledge, nutrition activities, and food intake of children in three comparison groups. The results showed the following:

Children in both the school and non-school settings showed significant nutrition behavior gains, whereas those in the control group showed only minimum gains.

Children taught from the EFNEP Lesson Series demonstrated significantly positive changes in attitude towards good nutrition but did not demonstrate changes in food intake.

III. FOOD ASSISTANCE PROGRAM COMPONENT

No food assistance component in EFNEP.

IV. GEOGRAPHIC COVERAGE

A. Eligible Legal Jurisdictions:

50 States and Puerto Rico.

B. Participating Jurisdictions and Sites in Fiscal Year 1979

o Jurisdictions:

Land-grant universities in the 50 States and Puerto Rico 22/.

o Sites:

1,134 operating units in counties, independent cities and

Indian reservations 23/.

V. ADMINISTRATION

A. Program Legislation:

Section 32 of the Agricultural Adjustment Act of 1933, as amended in 1968.

Section 3(d) of the Smith-Lever Act of 1914, as amended.

20/ On July 12, 1979, the Senate Appropriations Committee mandated an evaluation of EFNEP. Senate Report No. 96-246, pp. 40-41.

21/ North Carolina State University. The Effect of the Extension Service's Youth Nutrition Lesson Series and Selected Socio-Psychological Factors on Nutrition Behavior Changes in Disadvantaged Youth, 1975.

22/ See Appendix C for listing of land grant universities by State.

23/ Source: EFNEP Fact Sheet, September 30, 1979. The number of units refers to EFNEP program offices in cities, counties, and Indian reservations where an Extension home economist supervises program operations.

Section 1425 of the Food and Agricultural Act of 1977.

B. Relevant Federal Circulars

Office of Management and Budget Circulars:

A-21 establishes principles for determining costs applicable to grants, contracts, and other agreements with educational institutions.

A-110 sets uniform administrative requirements for grants and agreements with nonprofit institutions.

C. Current Program Guidelines/Regulations

Revised Policy Guidelines and Suggestions for Conducting Extension Expanded Food and Nutrition Education Program, approved by ECOP,²⁴/ August 3, 1976 (HE 100, August 1976).

Administrative Handbook for Cooperative Extension Work, especially Physical Operations (Chapter 3), revised as necessary by Cooperative Funds Branch, SE Financial Management Division.

D. Federal Reporting Requirements:

<u>Data</u>	<u>Frequency of Submission</u>	<u>Public Comment</u>
Standard Form 225 which includes racial-ethnic and demographic data.	Annually by September 30.	Not applicable.
Standard 256 which includes reported summary on homemakers 24-hour recalls by paraprofessional.	Biannually in March and September.	Not applicable.
State Plans of Work.	Annually by September 1.	No requirement.
State Accomplishment Reports.	Annually on or before December 1.	No requirement.
Budget Statement	Annually, six weeks after enactment of appropriation.	No requirement.
Financial Report	Annually on or before April 1.	No requirement.

24/ ECOP is an abbreviation for Extension Committee on Organization and Policy which the Extension Section of the Division of Agriculture of the National Association of State Universities and Land-Grant Colleges. ECOP addresses itself primarily to organization and policy matters, program goals and strategies, and legislative and budgetary concerns.

E. Administrative Structure:

EFNEP leadership at the national level has overall responsibility for implementing federally guidelines, monitoring and evaluating the nationwide program, providing administrative and technical support to coordinate interstate and State program activities.

State Cooperative Extension Service 25/ (CES) provides second line administrative control for EFNEP. CES program coordinators provide overall and/or delegated leadership for coordination and management of EFNEP within the States. CES food and nutrition specialists prepare training and resource materials in food and nutrition which serve the needs of unit-level program professionals, paraprofessionals, volunteers, and participants.

Contact with the low-income audience occurs at the local level.

Professional home economists have direct responsibility for the operation of local EFNEP units; they implement, manage, and evaluate program operations. Indigenous paraprofessionals teach the homemakers and youth . In addition, volunteers are recruited to assist in teaching with both adults and 4-H EFNEP youth.

F. Federal Fulltime Equivalent Program Staff Positions: 26/

Four fulltime equivalent staff positions in Food and Nutrition Unit,
Extension Service, Washington, D.C.

.5 fulltime equivalent staff positions in the 4-H Unit, Extension Service,
Washington, D.C.

VI. FEDERAL RESOURCES

A. Entitlement/Formula

Formula:

Ten percent of the amount appropriated is divided equally among the States and Puerto Rico. The remainder is divided according to the percent of U.S. poor in each State, based on the 1960 OEO poverty guidelines. Fiscal Year 1979 increased program funds were allocated according to the 1970 Census 27/.

B. Annual Federal Program Expenditures in Fiscal Year 1979: 28/ \$50,337,058

Dollar equivalent of direct and indirect contributions to the program amount to approximately 50¢ for every Federal dollar.

25/ State Cooperative Extension Service is the state agency.

26/ Deputy administrators, Food and Nutrition Unit and 4-H Unit, Extension Service. These figures reflect 1981 staff years within the program unit. Staff support provided by budget, financial management, evaluation, and civil rights are not reflected in these figures.

27/ The formula is administratively determined by USDA. See Appendix A for relevant poverty guidelines.

28/ Expenditures reported in the Annual Financial Report submitted by the States, Fiscal Year 1979.

C. Federal Requirements for Use of Program Funds 29/

Annual Allocation:

The allocation of funds depends on the availability and size of annual appropriation. Funds are allocated as follows unless specifically earmarked by Congress for other specific purposes:

Not more than thirty percent of the total annual federal appropriation can be used for professionals and support costs.

Twenty percent of the total annual appropriations is to be used to conduct 4-H EFNEP for the employment of professionals and/or paraprofessionals including support cost.

Eighty percent of the total annual appropriations is to be used to conduct the Adult EFNEP for the employment of professionals and/or paraprofessionals including support costs.

D. Regional Apportionment of Federal Funds in Fiscal Year 1979 ^{30/}

	Adults		Youth		Total	
	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>
North Central	9,461,492.	23	2,365,373.	23	11,826,865.	22.83
Northeast	8,083,178.	19	2,020,795.	19	10,103,973.	19.50
South	18,663,744.	45	4,665,936.	45	23,329,680.	45.03
West	<u>5,239,586.</u>	<u>13</u>	<u>1,309,896.</u>	<u>13</u>	<u>6,549,482.</u>	<u>12.64</u>
TOTAL	41,448,000.	100	10,362,000.	100	51,810,000.	100.00

^{29/} Administrative memorandum to State Extension Directors, November 16, 1977.

^{30/} Source for regional breakdown: USDA (Appendix B).

Source for data: 1980 Budget Explanation Notes, SEA, USDA. This total figure represents the funds available to the States, whereas the figure under "Annual Federal Program Expenditures in Fiscal Year 1979" (VIB) represents the funds spent by the States.

4-H provides education and practical experience to help youth wherever they live become self-directive, productive, and a contributing member of society. It has been a component of Extension programs since 1914. Subject matter thrusts include food and nutrition education.

I. PROGRAM PARTICIPANTS

A. Eligibility Requirements

o Participants:

National guidelines recommend that youth between nine and 19 be eligible for program service; eligibility for 4-H is determined by State.

o Income:

No requirement.

o Nutritional Risk:

No requirement.

o Residence:

No requirement.

B. Number of Eligible Participants in Fiscal Year 1979: 1/

42,514,000 eligible participants.

C. Number of Participants in Fiscal Year 1979: 2/

1,064,485 participants.

D. Percent of Eligible Participants Reached in Fiscal Year 1979: 3/

2.4 percent of eligible participants.

E. Annual Federal Expenditure Per Participant For Nutrition Education for Fiscal Year 1979

Data are not available.

1/ Source: July 1, 1979 Census data for number of youth between nine and 19. Current Population Report Series P25, No. 870, Estimates of the Population of the United States by Age, Race and Sex: 1976-1979, Bureau of Census, Department of Commerce.

2/ This figure represents the total of 722,024 participants in General Food & Nutrition, 46,245 participants in Food Preservation, and the estimate of 296,216 participants in the Mulligan Stew Program. Source of data: Standard Form 237, Fiscal Year 1979.

3/ This figure was derived by dividing the number of participants by the number of eligible participants. This figure may overestimate the percent of participants reached since data collected does reflect multiple participation in Extension programs.

F. Program Participants By Race in Fiscal Year 1979 4/

Data on 4-H participants across all areas are collected. These data cannot be separated by program areas.

G. Program Participants by Region in Fiscal Year 1979

Data on all 4-H participants across all four regions are collected.

However, these data cannot be separated by program area.

II. NUTRITION EDUCATION PROGRAM COMPONENTA. Nutrition Education Objectives: 5/

Contribute to the personal development of youth through nutrition education.

Contribute to improvement of diets and nutrition of families through education programs for youth.

B. Nutrition Education Providers:

State Extension Food and Nutrition specialist at the land-grant universities and the 1890 colleges who are nutritionists, dietitians, or food scientists with a master's or doctorate.

County 4-H professionals and/or home economists who are trained in general home economics, nutrition, or related subject matter areas located in county Extension offices.

Volunteer leaders who are trained by county Extension staff.

C. Types of Nutrition Education Materials:

4-H project workbooks, films, leaflets, training packets for volunteer leaders and county Extension staff, posters, exhibits, radio and television spots and programs, newsletters and press releases, single-concept flyers, games, puzzles, and comic books.

4/ 24 percent of the approximately five million youth enrolled in all 4-H programs are from minority groups.

5/ Nutrition education objectives refer to statements which outline the purpose of instruction in the nutrition area as defined by program legislation, guidelines, regulations, and/or practice.

D. Content of Nutrition Education Materials:

Information on general nutrition (no therapeutic counseling); food preparation, preservation, buying, and safety; relationship between nutrition and health and fitness; and related learning experiences and activities to be completed individually at home or in small group settings.

E. Methods of Delivery:

4-H clubs: project, school and community; 4-H special interest groups; day and overnight camps; mass media; educational television programs; demonstrations; and exhibits.

F. Participation in Nutrition Education:

The amount of participation varies from one- to two-day workshops and day camps to year-round participation in 4-H clubs. The degree of participation varies depending upon the State, resources, delivery system, and participant interest.

G. Basis for Continued Participation:

Interest in activities and program.

H. Relevant Nutrition Education Evaluation Studies:

An evaluation 6/ of the six Mulligan Stew television shows which sampled more than 3,000 youth in fourth, fifth, and sixth grades across the United States reported a positive impact of the program. Overall, a comparison of the experimental and control groups showed the group which participated in Mulligan Stew demonstrated increased knowledge of nutrition, expressed greater interest in nutrition-related activities, and showed more familiarity with 4-H.

The nutrition education component of a seven-week summer youth recreation program was evaluated. Ninety-seven youth between six and 13 were administered pre- and post-tests on the nutrition information covered in their weekly meetings. The results showed significant changes in both the total knowledge score and the sub-scores on functions of nutrients (Vitamin A, Vitamin C, and calcium) 7/.

III. FOOD ASSISTANCE PROGRAM COMPONENT

No food assistance component in Extension Food and Nutrition 4-H Program.

IV. GEOGRAPHIC COVERAGE

A. Eligible Legal Jurisdictions:

50 States, District of Columbia, Puerto Rico, Virgin Islands,
_____ and Guam.

6/ An Evaluation of the Mulligan Stew 4-H Television Series, Abt Associates, Cambridge, Massachusetts, 1974.

7/ Dingivan, Maureen. An Informal Approach to Nutrition Education for Youths. Storrs, Connecticut: Department of Education, University of Connecticut, 1977.

B. Participating Jurisdictions and Sites in Fiscal Year 1979

o Jurisdictions:

All land-grant universities, 1890 colleges 8/, and Tuskegee Institute in the 50 States, District of Columbia, Puerto Rico, Virgin Islands and Guam.

o Sites:

Data are not collected 9/.

V. ADMINISTRATION

A. Program Legislation:

Permanent legislation--3B and C, Smith Lever Act of 1914, as amended.

B. Relevant Federal Circulars:

A-21 establishes principles for determining costs applicable to grants, contracts, and other agreements with educational institutions.

A-110 sets uniform administrative requirements for grants and agreements with nonprofit institutions.

C. Current Program Regulations:

Administrative Handbook for Cooperative Extension Work, especially Physical Operations, (Chapter 3), revised as necessary by Cooperative Funds Branch, SE Financial Management Division.

4-H in Century Three, 1976, ECOP 4-H Subcommittee, Michigan State University Publishers.

Guidelines on Participation in 4-H Awards and Recognition Programs.

Updated annually by National 4-H Council in cooperation with Extension Service, 4-H.

Program aid number 1282. Tax Exempt status of 4-H organization authorized to use the 4-H name and emblem. Use of name and emblem.

D. Federal Reporting Requirements:

<u>Data</u>	<u>Frequency of Submission</u>	<u>Public Comment</u>
State Plans of Work	Annually by September 1.	No requirement.
State Accomplishment Reports.	Annually on or before December 1.	No requirement.

8/ See Appendix C for a listing of the land-grant universities and 1890 institutions by State.

9/ At the county level, a home economist or 4-H leader may offer nutrition education activities, the extent and type related to audience needs. There are 3,150 counties with Extension offices in the United States. The County Agents Directory, 1970 edition.

Budget Statement.	Annually, six weeks after enactment of appropriation.	No requirement.
Financial Report.	Annually on or before April 1.	No requirement.
Statistical ES-237.	Annually on or before December 1.	No requirement.

E. Administrative Structure:

The Federal staff communicate current food and nutrition information; relays, and interprets USDA food and nutrition priorities, information on new and proposed legislation, operational guidelines and policies; as well as, notifies the States of work, research, and cooperative agreements with other agencies.

State 4-H programs are the responsibility of State 4-H program leaders ⁹/. The Extension Committee on Organization and Policy (composed of State Directors) and the 4-H Youth Development Subcommittee work with Extension to determine and coordinate administration. National priorities relating to citizenship and leadership are communicated to States. States assess food and nutrition program needs and assign program priorities. Staff maintains liaison as well as develop materials and programs with government and public and private interest groups.

Local Extension staff working with volunteer leaders and program participants determine program priorities based on clientele needs. Working together, local Extension staff and volunteer leaders implement the programs.

F. Federal Fulltime Equivalent Staff Positions: 10/

Estimated .5 FTE staff positions in the 4-H Unit, Extension Service.
Washington, D.C.

Estimated .5 FTE staff positions in the Food and Nutrition
Unit, Extension Service, Washington, D.C.

VI. FEDERAL RESOURCES

A. Entitlement/Formula

o Formula:

General Extension program funds are distributed for all Extension programs and activities according to the following formula: Four percent of appropriation for Federal administration; of the remainder, 20 percent equally to States, 40 percent divided among States based on rural population and 40 percent divided among

9/ The State agency is defined as the land-grant universities, 1890 colleges, and Tuskegee Institute.

10/ Deputy Administrators, Food and Nutrition Unit and 4-H Unit, Extension Service. These figures reflect 1981 staff years within the program unit. Staff support provided by budget, financial management, evaluation, and civil rights are not reflected in these figures.

States based on farm population. Federal dollars must be equally matched in direct contributions 11/.

State Extension staff determine program and subject matter emphases. Funds are not specifically allocated for food and nutrition programs.

B. Annual Federal Program Expenditures in Fiscal Year 1979: 12/

Data are not available.

Approximately 60 percent of program funds are provided from State local sources.

C. Federal Requirements for Distribution of Program Funds:

Allotment to the Extension Service will be used for administrative, technical, and other services, and for coordinating Extension work for the Department, States, Territories, and possessions.

State funds will be used for instruction providing training to county Extension staff and volunteer leaders, publishing and distributing materials for volunteer leaders and youth between the ages of 9 and 19.

D. Regional Apportionment of Federal Funds in Fiscal Year 1979:

Data are not collected.

11/ Source: Smith-Lever Act, Section 3c.2, 1962.

12/ An estimate for Fiscal Year 1979 is \$2,332,539. This figure was obtained from information on fulltime equivalent (FTE) staff involved in 4-H food and nutrition activities, as reported in each State's annual report for Fiscal Year 1979 (Extension Management Information System). The total staff involved in 4-H activities to determine the percentage of FTE staff involved in food and nutrition activities. This percentage was multiplied by the annual Federal 4-H appropriation for Fiscal Year 1979 to determine the amount of funds that went to 4-H food and nutrition activities. Legislation requires matching funds be provided by States. Extension Service estimates that 40 percent of Extension funds are federal while 60 percent are State and local funds contributed to programs.

GENERAL FOOD AND NUTRITION PROGRAM

The General Food and Nutrition Program administered by the Food and Nutrition Unit, Extension Service began in 1914. Its goal is to assist Cooperative Extension Service professionals develop and implement programs which improve the public's knowledge about the relationship between diet and health and provide information on food and nutrition to the public.

I. PROGRAM PARTICIPANTS

A. Eligibility Requirements

o Participants:

Extension Service offers its food and nutrition education program to the general adult public. However, homemakers, parents, the elderly, and groups with food and nutritional problems unique to their cultural heritage (excluding medical problems), physical restraints, or educational status are prime recipients.

o Nutritional Risk:

No requirement.

o Income:

No requirement.

o Residence:

No requirement.

B. Number of Eligible Participants in Fiscal Year 1979: 1/

158,013,000 eligible participants.

C. Number of Participants in Fiscal Year 1979: 5,038,038 participants 2/

D. Percent of Eligible Participants Reached in Fiscal Year 1979: 3/

3.2 percent of eligible participants.

E. Annual Federal Expenditure Per Participant For Nutrition Education in Fiscal Year 1979:

Data are not collected.

1/ Source: July 1, 1979 Census Data for number of individuals over 18 years old. Current Population Reports Series P25, No. 870, Estimates of the Population of the United States By Age, Race and Sex: 1976-1979; Bureau of Census, Department of Commerce.

2/ This figure includes estimates of persons reached by mass media.

3/ This figure was derived by dividing the number of participants by the number of eligible participants. It may overestimate the percent of participants reached since data collected does reflect multiple participation in Extension programs.

F. Program Participants By Race in Fiscal Year 1979:

Data are not collected on program participants by race.

G. Program Participants by Region in Fiscal Year 1979:

Data are not collected on program participants by region.

II. NUTRITION EDUCATION PROGRAM COMPONENT

A. Nutrition Education Objectives: 4/

Transmit information on diet and health.

Conduct education programs which disseminate results of food and human nutrition research.

Provide information on food management skills.

B. Nutrition Education Providers:

State Extension Food and Nutrition specialists who are nutritionists, dietitians, or food scientists with a master's or doctorate.

County home economists who are trained in general home economics, nutrition or food science.

Homemaker club members who are trained in food and nutrition and serve as volunteer leaders in a multiplier effect.

4/ Nutrition education objectives refer to statements which outline the purposes of instruction in the nutrition area as defined by program legislation, guidelines, regulations, and/or practice.

C. Nutrition Education Materials

Newsletters, press releases, feature articles for newspapers and magazines, fact sheets, posters, displays, radio spots and programs, television public service announcements and programs, video-text delivery systems home study (correspondence) courses, dial access and telephone HOT LINES, and training packets and lesson plans for Extension home economists.

D. Content of Nutrition Education Materials

Information on diet and health targeted to various population groups (no therapeutic counseling).

Information on food management skills (stressing energy and inflation):

Food purchasing

Food safety and sanitation

Food and meal planning

Food preparation

Food production (gardening)

Food preservation.

E. Methods of Delivery:

Extension homemaker clubs, special interest groups, workshops, and other public groups. Volunteer leadership is utilized as a multiplier in reaching audiences.

Mass media.

Individual consultations.

G. Basis for Continued Participation:

The amount and length of participation varies depending upon the State, resources, delivery system, program, and participant interest.

H. Relevant Nutrition Education Evaluation Studies:

No evaluation studies on effectiveness of food and nutrition programs have been conducted.

III. FOOD ASSISTANCE PROGRAM COMPONENT

No food assistance component in Extension General Food and Nutrition Program.

IV. GEOGRAPHIC COVERAGE

A. Eligible Legal Jurisdictions:

50 States, District of Columbia, Puerto Rico, Virgin Islands and Guam.

B. Participating Jurisdictions and Sites in Fiscal Year 1979

o Jurisdictions:

All land-grant universities, 1890 colleges 5/, and
Tuskegee Institute in the 50 States, District of Columbia,
Puerto Rico, Virgin Islands, and Guam.

o Sites:

Data are not collected 6/

V. ADMINISTRATION

A. Program Legislation:

Permanent legislation--3(b) and (c), Smith Lever Act of 1914, as amended.

B. Relevant Federal Circulars:

Office of Management and Budget Circulars:

A-21 establishes principles for determining costs applicable to grants,
contracts, and other agreements with educational institutions.

A-110 sets uniform administrative requirements for grants and agreements
with nonprofit institutions.

C. Current Program Guidelines/Regulations:

Administrative Handbook for Cooperative Extension Work, especially Physical Operations (Chapter 3), revised as necessary by Cooperative Funds Branch, SE Financial Management Division.

D. Federal Reporting Requirements:

<u>Data</u>	<u>Frequency of Submission</u>	<u>Public Comment</u>
State Plans of Work.	Annually by September 1.	No requirement.
State Accomplishment Reports.	Annually on or before December 1.	No requirement.
Budget Statement.	Annually, six weeks after enactment of appropriation.	No requirement.
Financial Report.	Annually on or before April 1.	No requirement.

5/ See Appendix C for listing of land-grant universities and 1890 institutions by State.

6/ At the county level, a home economist may offer nutrition education activities, the extent and type related to audience needs. There are 3,150 counties in United States with Extension offices. The County Agents Directory, 1970 edition.

E. Administrative Structure:

(43)

The Federal staff communicates current food and nutrition information; relays, and interprets USDA food and nutrition objectives, information on new and proposed legislation, operational guidelines and policies and notifies the States of work, research, and cooperative agreements with other agencies. The Federal staff lends support to the States to plan, develop, review, and evaluate programs. The staff also acts as liaison with college and university resident and research staffs, other USDA agencies, Federal departments and agencies, as well as organizations, business, and industry involved in nutrition education, food production, marketing, and consumption.

State Home Economics Programs (including food and nutrition programs) are typically the responsibility of the State Home Economics administrator 7/. The Extension Committee on Organization and Policy (composed of State Extension directors) and the Home Economics Subcommittee (composed of State leaders) work with Extension service to determine and coordinate administration. National priorities relating to food and nutrition are communicated to States. States assess program needs and determine program priorities based on audience participation and available research. State staff maintains liaison with government and public and private interest groups and develops publications and programs. Local Extension staff implement and conduct programs.

F. Federal Fulltime Equivalent Program Staff Positions: 7/

Four fulltime equivalent staff positions in the Food and Nutrition Unit,
Extension Service, Washington, D.C.

VI. FEDERAL RESOURCES

A. Entitlement/Formula

- o Formula: General Extension program funds are distributed for all
Extension programs and activities according to the following
formula --

Four percent of appropriation for Federal administration; of
the remainder, 20 percent equally to States, 40 percent
divided among States based on farm population, and 40 percent
divided among States based on rural population.

Federal dollars must be equally matched in direct
contributions 8/. State Extension staff determine programs and
subject matter emphases. Funds are not specifically allocated
for food and nutrition programs.

7/ The State agency is defined as the land-grant universities, 1890 colleges, and
Tuskegee Institute.

8/ Deputy Administrator, Food and Nutrition Unit, Extension Service. This figure
reflects 1981 staff years within the program unit. Staff support provided by budget,
financial management, evaluation, and civil rights is not reflected in this figure.

B. Annual Program Expenditures for Fiscal Year 1979: 9/ \$10,108,000.

Approximately 60 percent of program funds are provided from State and local sources.

C. Federal Requirements for Use of Program Funds:

Allotment to the Extension Service will be used for administrative, technical, and other services, and for coordinating Extension work of the Department, States, Territories, and possessions.

State funds will be used in giving practical demonstrations, instructions, and the publishing and distribution of information on food and nutrition to persons not being educated at the involved universities, all in a manner agreed upon by the Secretary of Agriculture and the State agricultural colleges or Territories or possessions receiving the funds.

D. Regional Apportionment of Federal Funds in Fiscal Year 1979:

Data are not collected on the regional apportionment of Federal funds.

9/ Source: Smith-Lever Act, Section 3b.1, 1962.

FOOD STAMP PROGRAM (FSP)

Since 1964, the FSP has been operating with the goal of improving the diet and nutritional status of low-income households. The program services mostly involve distribution of food coupons to eligible individuals, though some printed material on nutrition is also distributed.

I. PROGRAM PARTICIPANTS

A. Eligibility Requirements

- o Participants:

Eligibility extends to low-income individuals

- o Nutritional Risk:

No requirement.

- o Income:

Individuals must have net incomes at or below the income level as determined by the nonfarm poverty guidelines prescribed by the Office of Management and Budget, adjusted annually pursuant to Section 625 of the Economic Opportunity Act of 1964, as amended 1/.

- o Residence:

No requirement.

B. Number of Eligible Participants in Fiscal Year 1979: 2/

29,100,000 eligible participants.

C. Number of Participants in Fiscal Year 1979: 3/

17,710,000 participants.

D. Percent of Eligible Participants Reached in Fiscal Year 1979: 4/

63.2 percent of eligible participants.

1/ Source: Food Stamp Act of 1977, Section 5(c). Appendix E displays the OMB nonfarm poverty guidelines.

2/ This figure represents the number of eligible participants in July 1979. The figure was derived from a computer simulation model on a nationally validated data base keyed to July 1979.

3/ This figure represents the total average number of participants each month during Fiscal Year 1979 divided by 12.

4/ This percent figure represents the percent of eligible participants reached in July 1979. This month was used because it is the only month on which data on the number of eligible is available. The 18,394,516 participants in July 1979 was divided by 29,100,000 eligible for the same month to reach 63.21 percent. FSB001 computer run, September 10, 1980.

E. Annual Federal Expenditure per Participant For Nutrition Education

In Fiscal Year 1979: 5/

\$.05 per participant for the six million participants who received the pamphlet.

F. Program Participants By Race in Fiscal Year 1979: 6/

	<u>Total</u>	<u>Percent of Total</u>
White	7,607,986	43.54
Black	7,246,350	41.47
Hispanic	2,291,929	13.12
American Indian/Alaskan Native	202,161	1.16
Asian/Pacific Islander	<u>126,002</u>	<u>.72</u>
TOTAL	17,474,428	100.01 <u>7/</u>

G. Program Participants by Region in Fiscal Year 1979: 8/

	<u>Total</u>	<u>Percent of Total</u>
North Central	3,480,837	18.03
Northeast	4,561,943	26.63
South	8,798,968	45.57
West	<u>2,467,053</u>	<u>12.78</u>
TOTAL	19,308,801	100.01 <u>9/</u>

5/ This figure represents the cost of the six million nutrition education pamphlets at 5 cents per pamphlet distributed to the State FSP offices. An additional 50,000 nutrition education posters at 12 cents per poster were also distributed to State FSP offices but this cost per total number of participants amounts to only \$.0003 per participant. An additional six million pamphlets retained in Washington, D.C. have been available upon request from Legislative Affairs and Public Information, FNS. The total program cost for both food assistance and nutrition education per participant is \$516.41.

6/ These data were taken from the Family Food Assistance Programs: Racial Participation, October 1979, FNS/AC/Program Reporting Section, June 3, 1980. The total numbers exclude participants in Puerto Rico, Virgin Islands, Hawaii, Guam (total = 2,000,009), but does include household data for Maine and estimates for Milwaukee, Wisconsin, and the States of New Mexico and Texas.

7/ Due to rounding, the total does not equal 100.00 percent.

8/ Source for regional breakdown: USDA (Appendix B). The four Extension Service regions have been used throughout this study. FNS operates seven regional offices to administer agency programs. Source for data: These figures represent the regional distribution of program participants during September 1979. Food Stamp Program Statistical Summary of Operations: September 1979, FNS/Accounting and Reporting Division, March 20, 1980.

9/ Due to rounding, the total does not equal 100.00 percent.

II. NUTRITION EDUCATION PROGRAM COMPONENT

A. Nutrition Education Objectives: 10/

Provide information on nutrition.

B. Nutrition Education Providers:

Printed material is generally distributed by mail or made available on FSP office distribution racks, usually without reinforcement by nutrition education staff person.

C. Types of Nutrition Education Material:

Posters and pamphlets.

D. Content of Nutrition Education Material:

Posters and pamphlets on a) foods that contain substantial amounts of the recommended daily allowances for adults and children; b) menus which combine those foods into meals; and c) general information on the relationship between diet and health. 11/

E. Methods of Delivery:

The Food Stamp Act of 1977 stipulates that posters and pamphlets be available at all FSP offices.

F. Participation in Nutrition Education:

Individuals have an opportunity to obtain nutrition education materials at least at certification time. Participants are required to apply or reapply for certification at the end of each certification period which varies from one month to not more than twelve months. For certification, participants visit the FSP office, are seen in their homes, or are interviewed by telephone.

G. Basis for Continued Participation:

Once certified, interest in program is the only basis for continued participation.

H. Relevant Nutrition Education Evaluation Studies:

Since the program's inception, many national, State, and local studies of the Food Stamp Program have been conducted. However, the majority of these have focused on aspects of the program such as characteristics of participants and number of persons eligible to participate in the program, rather than program operation and effectiveness. None of the studies examined the nutrition education component of the program.

10/ Nutrition education objectives refer to statements which outline the purposes of instruction in the nutrition area as defined by program legislation, guidelines, regulations, and/or practice. See Food Stamp Act of 1977, Section IIF.

III. FOOD ASSISTANCE PROGRAM COMPONENTA. Food Assistance Objectives: 12/

Distribute food coupons, which may be used to purchase food at retail stores to supplement income available for food. The coupon allotment is determined by the cost of the Thrifty Food Plan 13/.

B. Food Assistance Providers:

Welfare agency employees distribute the food coupons.

C. Type of Food Assistance:

Food coupons.

D. Content of Food Assistance:

Food coupons which can be exchanged for food and food products excluding alcoholic beverages, tobacco, and hot foods ready for consumption. In addition, the elderly (60 years and older) may use the food coupons at communal dining facilities, for home delivery of meals, and restaurants which have contracted with States to offer meals for the elderly. All three services must have FNS approval.

E. Methods of Delivery:

(1) Participants can go to the FSP office and pick up an ATP card (authorized to participate). Then, they take their card to an

12/ Food assistance objectives refer to statements which outline the purposes of food assistance (provision of supplemental income, coupons, and/or commodities) as determined by program legislation, regulations, and/or practice.

13/ The 1974 Recommended Dietary Allowances (RDA) for all sex-age categories provide the standards for food energy and nutrients in the USDA Thrifty Food Plans. 100 percent of the RDA for food energy, protein, calcium, iron, vitamin A value, thiamine, riboflavin, niacin, B12 and ascorbic acid; and 80 percent of the RDA for magnesium and vitamin B6 are the standards used. Upper limits were established for food energy at 10 percent above the RDA. Upper limits were not set for any nutrients except fat which was limited, so that it provides no more than 40 percent of the food energy.

The general cost level of the Thrifty Plan was predetermined at the same cost as the Economy Plan which preceded it. Nationwide food consumption surveys indicated that about 10 percent of U.S. households had food costs below this level. To develop the food plan, food consumption patterns derived from survey information for individuals in households with relatively low food costs, were changed only as necessary to meet the nutritional standards. Standards for protein, vitamins, and minerals were increased by 5 percent to allow for some discard of edible food in the household without jeopardizing the quality of the diet. U.S. average costs for foods in the Thrifty Food Plan and the three more expensive plans—low cost, moderate-cost, and liberal—are released each month. The coupon allotment is updated once a year based on the most recent cost of food in the Thrifty Plan.

(2) Participants can go directly to the FSP office to receive the coupons under the household issue record system.

(3) Participants can also receive the coupons by mail under the third system.

F. Participation in Food Assistance:

Participants are required to apply or reapply for certification at the end of each certification period which varies from one month to not more than twelve months. For certification, participants visit the FSP office, are seen in their homes, or are interviewed by telephone.

G. Basis for Continued Participation:

Individuals who are certified may participate in the program as long as needed. Recertification is possible as long as one is eligible.

IV. GEOGRAPHIC COVERAGE

A. Eligible Legal Jurisdictions:

Every county in the 50 States, including District of Columbia, Guam, Puerto Rico, Virgin Islands, and Indian reservations 14/.

B. Participating Jurisdictions and Sites in Fiscal Year 1979

o Jurisidictions:

54 State agencies and territories.

o Sites:

2,950 areas 15/.

V. ADMINISTRATION

A. Program Legislation:

Title III, Section 306 of the Agricultural Trade Development and Assistance Act of 1954, as amended.

Permanent legislation--Food Stamp Act of 1964, as amended.

Title XVIII, Section 411 and 1113 of the Social Security Act Amendments of 1972, as amended.

Sections 3 and 4(a) of the Agriculture and Consumer Protection Act of 1973.

Section 8 of the Cost of Living Increase in Social Security Benefits Act of 1973.

14/ The Food Stamp Act Amendment of 1973 mandated these counties to operate a Food Stamp Program.

15/ Source: Food Stamp Program: Statistical Summary of Operations, October 1979, FNS/Accounting and Reporting Division, March 20, 1980. The FSP must be available in every area in the United States; not necessarily physically based in every county. "Areas" are designated as operating points for the program.

Title VII, Section (e) of the Older Americans Act Amendment of 1974.

Section 409 of the Disaster Relief Act Amendment of 1974.

Food Stamp Act of 1977, as amended.

Food Stamp Act of 1980.

B. Relevant Federal Circulars:

Office of Management and Budget Circulars:

FMC 74-4 Federal Management Circular which sets forth principles and standards for determining costs applicable to grants and contracts to State and local governments.

A-90 provides guidance for the coordinated development and operation of information systems.

A-95 outlines procedures for evaluation, review, and coordination of Federal and federally assisted programs and projects.

A-102 establishes uniform standards for the administration of grants and agreements with nonprofit institutions.

C. Current Program Regulations:

Code of Federal Regulations: 7 CFR, Parts 270-283.

D. Federal Reporting Requirements:

<u>Data</u>	<u>Frequency of Submission</u>	<u>Public Comment</u> <u>16/</u>
Plan of Operation Federal/State Agreement.	120 days from January 21.	No requirement.
State Budget Projection Statement.	Quarterly, 45 days following report quarter.	No requirement.
Program Activity Statement.	Annually, 45 days following State's fiscal year.	No requirement.
Financial Status Report.	Quarterly, on April 30, July 30, October 30, and January 30.	No requirement.

16/ Public comment must be solicited every four years on overall program operations; additionally, public comment must be solicited on requests for waivers from regulations by State agencies.

Outreach Plan.	August 15.	No requirement.
Disaster Plan.	Once upon publi- cation of final regulations.	No requirement.
Nutrition Education Plan (optional prior to program funding).	August 15.	No requirement.

E. Administrative Structure:

At the Federal level, the Food and Nutrition Service (FNS) has administrative responsibility for the program. The Secretary of Agriculture sets standards for administration of the program and issues administrative regulations. FNS establishes uniform standards of eligibility, determines denominations and arrangements for printing coupons, develops procedures for determining and monitoring levels of distribution and inventories through seven regional office operations, and monitors the State operation.

At the State level 17/, program staff writers manuals and instructions translating Federal regulations into State procedures and informing the counties how to certify, and account for coupons. The State staff also monitors local activities.

At the local level, the local welfare or social services agency is responsible for certification of applicant households; issuance, control, and accountability of coupons; outreach activities; and developing and maintaining complaint procedures.

F. Federal Fulltime Equivalent Program Staff Positions: 18/

1,663 fulltime equivalent staff positions in the National FSP Office, Washington, D.C. and the seven regional offices.

VI. FEDERAL RESOURCES

A. Entitlement/Formula

o Entitlement:

Any household whose net income is at or below the nonfarm poverty guidelines established by the Office of Management and Budget. 19/

17/ State agency is a state government or local office designated by the State to administer public assistance programs. For Indian programs, a State agency can be a travel organization for the program.

18/ This figure reflects 1981 staff years within the program unit. Staff support provided by budget, financial management, evaluation, civil rights, nutrition and technical assistance are not reflected in the figures.

19/ Appendix D displays the Office of Management and Budget nonfarm poverty guidelines for Fiscal Year 1979.

(61)

o Assets requirement:

\$1,500 except that for households of two or more members including a member or members of age 60 or over such resources shall not exceed \$3,000.

B. Annual Federal Program Expenditures in Fiscal Year 1979: 20/

\$9,145,611,073.

Administrative costs at State and local levels are shared approximately 50 percent with States.

C. Federal Requirements for Use of Program Funds:

Federal government pays: 100 percent of cost of Food Stamp benefits.

50 percent of States' administrative costs.

60 percent of States' administrative costs if error rate is less than 5%.

75 percent of States' administrative costs for fraud investigations and prosecutions.

50 percent of the outreach and nutrition education efforts 21/.

According to a 1979 FNS ruling, if a State agency wants to conduct additional nutrition education, it may request Federal FSP administrative matching funds by submitting a Nutrition Education Plan

containing: (1) the number and positions of staff that will be conducting nutrition education; (2) description of activities in the Nutrition Education Program; and (3) assurance that the Nutrition Education Plan for which USDA provides FSP administrative matching funds is conducted exclusively for the benefit of FSP applicants and does not conflict with USDA Extension Service nutrition efforts in the State 22/.

20/ This figure is higher than the total under "Regional Distribution of Federal Funds For Fiscal Year 1979" because the latter figure only represents expenditures from January through September. The \$9,145,611,073 figure represents total expenditures for Fiscal Year 1979. This figure was obtained from an unpublished report from the FSP office. Contact: Joe Bonelli.

21/ Source: Section 275.7 Federal Register, Food Stamp Act of 1977, Part IV, Friday, November 9, 1979.

22/ Source: Federal Register, Vol. 44, No. 219, Friday, November 9, 1979, "Proposed Rules." To date, Oregon is the only State to submit a Nutrition Education Plan to FNS for approval.

D. Regional Apportionment of Federal Funds in Fiscal Year 1979: 23/

	<u>Total</u>	<u>Percent of Total</u>
North Central	\$1,195,435,507	17.52
Northeast	1,599,626,894	23.45
West	918,403,480	13.46
South	<u>3,109,418,099</u>	<u>45.57</u>
TOTAL	\$6,822,883,980	100.00

23/ Source for regional breakdown: USDA (See Appendix A). Source for data: These figures were obtained by combining "Fiscal Year to date" bonus coupon figures with total Fiscal Year administrative costs for each State and then adding the State totals for each region. The "Fiscal Year to date" bonus coupon figures were obtained from Food Stamp Program Statistical Summary of Operations: September 1979, FNS/Accounting and Reporting Division, 3/20/80. The administrative costs for September 1979 were obtained from computer runs compiled by Joe Bonelli.

NUTRITION EDUCATION AND TRAINING PROGRAM (NET)

The NET Program which began in Fiscal Year 1978 was designed to develop nutritional literacy among our Nation's children. Preschool through grade 12 children receive education in food and nutrition.

I. PROGRAM PARTICIPANTS

A. Eligibility Requirements

o Participants:

Preschool through grade 12 children in public schools, private schools, and daycare facilities. Mandatory participation for students enrolled in classrooms which incorporate nutrition education into the ongoing curricula. Voluntary for students who select subject matter areas of specialization.

State agencies determine which schools receive funds.

o Nutritional Risk:

No requirement.

o Income:

No requirement.

o Residence:

To participate in the program, an individual must attend a school which has the program.

B. Number of Eligible Participants in Fiscal Year 1979: 1/

50,009,358 eligible participants.

C. Number of Participants in Fiscal Year 1979: 2/

2,597,333 participants.

D. Percent of Eligible Participants Reached in Fiscal Year 1979: 3/

5.2 percent of eligible participants.

E. Annual Federal Expenditure per Participant For Nutrition Education
Fiscal Year 1979: 4/

\$8.95 per participant.

1/ Source: NET Program Eligibility Data, Federal Register, April 6, 1979.

This figure may overestimate the percent of eligible participants reached since participant data is collected quarterly and may represent multiple enumerations for multiple quarter and project participation.

2/ Source: NET Program quarterly reporting data (FNS-42) for Fiscal Year 1979.

3/ This figure was determined by dividing the total number of program participants by the number of eligible participants for Fiscal Year 1979.

4/ This figure was determined by dividing the number of program participants into total amount of program funds for Fiscal Year 1979.

F. Program Participants By Race in Fiscal Year 1979:

Data are not collected.

G. Program Participants by Region in Fiscal Year 1979: 5/

	<u>Total</u>	<u>Percent of Total</u>
North Central	400,591	15.48
Northeast	800,142	30.93
South	1,280,346	49.49
West	<u>106,254</u>	<u>4.11</u>
TOTAL	2,597,333	100.01 <u>6/</u>

II. NUTRITION EDUCATION PROGRAM COMPONENT

A. Nutrition Education Objectives: 7/

Provide information on nutrition which emphasizes the relationship between diet and health.

Teach consumer skills in food and nutrition using the cafeteria as a learning laboratory.

B. Nutrition Education Providers: 8/

Teachers, school food-service personnel, parents, and peers.

C. Types of Nutrition Education Material:

State and commercially developed preschool through grade 12 curricula.

State, local, university, and commercially developed booklets and pamphlets.

State, university, and commercially developed films, filmstrips, television shows and public service announcements.

5/ Source for regional breakdown: USDA (Appendix B). The four Extension Service regions have been used throughout this study. FNS operates seven regional offices to administer agency programs. Source for data: NET Program quarterly reporting data (FNS-42) for Fiscal Year 1979.

6/ Due to rounding, the total does not equal 100.00 percent.

7/ Nutrition education objectives refer to statements which outline the purposes of instruction in the nutrition area as defined by program legislation, guidelines, regulations, and/or practice.

8/ P.L. 95-166 provides for training of teachers in nutrition concepts, and food service workers in food preparation and food service management skills. The authors of this paper have identified these persons as nutrition education providers rather than as part of the target audience for purposes of comparability with the other food and nutrition programs.

D. Content of Nutrition Education Materials:

Nutrition concepts.

Consumer skills.

E. Method of Delivery:

Nutrition-related classroom projects, lunch room activities, newsletters, field trips, weight reduction clinics, and health and food fairs.

F. Participation in Nutrition Education:

Participation varies from one- to two-day workshops to ongoing year-round classroom instruction, depending upon program thrust and nature of program activities.

G. Basis for Continued Participation:

Voluntary participation where option exists. Required participation when part of established curriculum.

H. Relevant Nutrition Education Evaluation Studies:

In 1981, Abt Associates conducted an evaluation of NET ^{9/} for two purposes: (1) to provide a complete account of program activities at the State and local levels: and (2) to examine both the outcomes of two "potentially successful" programs and the results of six other NET evaluations. Focusing on the findings related to the second objective, positive impacts on nutrition knowledge were found to be statistically significant as well as meaningful in all eight studies. Outcomes on children's food-related attitudes, habits, preferences, and plate-waste varied across studies and grade levels.

III. FOOD ASSISTANCE PROGRAM COMPONENT

No food assistance component in the NET Program.

IV. GEOGRAPHIC COVERAGE

A. Eligible Legal Jurisdictions: All 50 States and outlying territories.

^{9/} An Evaluation of the Nutrition Education and Training Program, Abt Associates Inc., Cambridge, Massachusetts, 1981.

B. Participating Jurisdictions and Sites in Fiscal Year 1979:

o Jurisdictions:

All States and outlying territories except: New Mexico, Missouri, South Dakota, Guam, Wyoming, and Vermont.

o Sites:

Estimated number of project sites, 2,956 10/.

V. ADMINISTRATION

A. Program Legislation:

Section 19 of the Child Nutrition Act of 1966, as amended by P.L. 95-166, November 10, 1977.

B. Relevant Federal Circulars

Office of Management and Budget Circulars:

FMC 74-4 Federal Management Circular which sets forth principles and standards for determining costs applicable to grants and contracts to State and local governments.

A-95 outlines procedures for evaluation, review, and coordination of Federal and federally assisted programs and projects.

A-102 establishes uniform standards for the administration of grants to State and local governments.

C. Current Program Guidelines/Regulations:

7 CFR Part 227 Nutrition Education and Training Program;
Final Regulations.

Federal Register of May 15, 1979.

D. Federal Reporting Requirements:

<u>Data</u>	<u>Frequency of Submission</u>	<u>Public Comment</u>
Financial Status Report.	Quarterly.	No requirement.
State Performance Report.	Quarterly.	No requirement.
State Plan for Nutrition Education and Training.	Annually.	45 day public comment period.

10/ Source: Abt Associates, Inc. July 1979 Survey of NET Program Coordinators to identify local sites developing materials, training teachers or food service workers, and instructing children from the initiation of program operations to July 1, 1979. Local site is defined as any project conducted by the state educational agency, land grant and other universities, public and private schools, day-care facilities, and nonprofit institutues.

E. Administrative Structure:

The Food and Nutrition Service of the U.S. Department of Agriculture is responsible for administration of the NET Program State operation and provides nutrition education regulation and operational guidelines to State agencies.

Local agencies are private contractors, universities, or schools which assess needs, develop educational materials, and train nutrition education deliverers to provide nutrition education to children and evaluate program outcomes. Local agencies are responsible for daily program operations, administration, and fiscal reporting.

The seven regional offices review annual plans of work, conduct annual management reviews, and coordinate interstate activities of the region.

The State agency 11/ conducts ongoing needs assessments, determine program activities, and funds program activities.

F. Federal Fulltime Equivalent Staff Positions: 12/

Six fulltime equivalent staff positions, Nutrition and Technical Services Division, Food and Nutrition Services, USDA, Washington D.C.

Seven fulltime equivalent staff positions in the seven FNS regional offices.

VI. FEDERAL RESOURCES

A. Entitlement/Formula

o Formula:

A formula grant program based on preschool to grade 12 school enrollment data. A rate of 50 cents is applied for each child enrolled in the schools or institutions within the State, except that no State shall receive less than \$75,000 per year. During the first two years of program operation, programs receive less than \$75,000 per year. During the first two years of program operation, programs received total entitlement; however, during the third and fourth years, funds were apportioned at 20 million and 15 million, respectively.

B. Annual Federal Program Expenditures in Fiscal Year 1979: 13/ \$24,885,000

States must match any Federal funds spent on administration. Almost no local funds are provided for NET.

11/ A State agency is a state educational agency unless the governor appoints an alternative agency in conformance with A-102 guidelines.

12/ Patricia Daniels, Section Head, NET Program Administration, Nutrition and Technical Services Division. These figures reflect 1981 staff years within the program unit. Staff support provided by budget, financial management, evaluation, civil rights, nutrition and technical assistance are not reflected in these figures.

13/ Source: NET Program SF 269, Annual Closeout Report. This figure is less than the total shown under "Regional Distribution of Federal Funds in Fiscal Year 1979" because the program spent less funds than were apportioned for NET.

C. Federal Requirements for Use of Program Funds:

No Federal requirements for distributing funds to target geographical areas with low income, low education, or high nutritionally related health problems apply to the States.

Federal funds charged for administrative costs must be matched by State cash expenditures. For every Federal dollar charged to administrative costs (up to 15 percent of the total grant), a State dollar must be spent for administrative purposes 14/.

Administrative costs is defined as those direct and indirect costs allowable under Federal Management: Circular 74-4 incurred by a State agency for overall administrative and supervisory purposes, including but not limited to, cost of financial management, data processing, recordkeeping and reporting, personnel management, and supervision of State coordinator.

D. Regional Apportionment of Federal Funds in Fiscal Year 1979: 15/

	<u>Total</u>	<u>Percent of Total</u>
North Central	\$6,846,614	26.35
Northeast	6,516,513	25.08
South	7,668,210	29.51
West	<u>4,952,334</u>	<u>19.06</u>
TOTAL	\$25,983,671	100.00

14/ Source: NET Program - Operational Memo No. 8, August 18, 1978.

15/ Source for regional breakdown: USDA (Appendix B). Source: NET apportionment data. Fiscal Year 1979 annual program expenditures were less than funds appropriated.

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SPECIAL SUPPLEMENTAL FOOD PROGRAM
FOR WOMEN, INFANTS, AND CHILDREN (WIC)

WIC is designed to improve the diet and nutritional status of low income pregnant, post partum, and lactating women; infants, and children under five years who are classified as nutritional risks. Since the program started in 1973, it has been providing supplemental food packages, offering nutrition education, and operating as an adjunct to health services for participants. equired in 1977.

I. PROGRAM PARTICIPANTS

A. Eligibility Requirements:

o Participants:

Eligibility extends to infants, children under age five, women during pregnancy and up to six months post partum, and breastfeeding women up to one year post partum.

o Nutritional Risk:

Individuals must be determined by a competent professional on the staff of the local agency to be a nutritional risk. Examples of this which are fully defined in relevant statutes are —

Women who experience obesity or poor weight gain during:

- o pregnancy
- o anemia
- o premature birth
- o low birthweight or infant mortality
- o poor dietary patterns

Infants and Children who experience underweight or obesity:

- o stunted growth
- o anemia
- o poor dietary patterns.

o Income:

State agency may use either the WIC program income definition or State or local agency definition of income used for health care services--with certain restrictions. For example, a State agency may set its own income guidelines based upon their State or local standards for free or reduced price health care, provided the value of inkind housing or the value of other inkind benefits are not included.

o Residence:

Individuals must meet the residency requirement if one is established by the State agency. The State agency may determine service area for any local agency, and may require that an applicant reside within the service area. However, the State agency may not use length of residency as an eligibility requirement.

B. Number of Eligible Participants in Fiscal Year 1979: 1/

9,100,000 eligible participant

C. Number of Participants in Fiscal Year 1979: 2/

o Women	311,765
o Infants and Children	<u>1,171,038</u>
TOTAL	1,482,803 participants.

D. Percent of Eligible Reached in Fiscal Year 1979: 3/

16 percent of eligible participants.

E. Annual Federal Expenditure per Participant For Nutrition Education in Fiscal Year 1979: 4/

\$10.92 per participant for nutrition education 5/

\$354.36 per participant for food and administration. The food packages are valued at approximately \$289.08 per year.

F. Program Participants by Race in Fiscal Year 1979: 6/

	Women		Infants & Children		Total	
	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>
White	142,922	43	500,293	40	643,215	40.66
Black	111,451	34	466,545	37	577,996	36.54
Hispanic	61,103	19	222,146	18	283,249	17.90
American Indian/ Alaskan Native	11,250	3	48,669	4	59,919	3.79
Asian/Pacific Islander	<u>3,244</u>	<u>1</u>	<u>14,312</u>	<u>1</u>	<u>17,556</u>	<u>1.11</u>
TOTAL	329,970	100	1,251,965	100	1,581,935	100.00

1/ The Office of Policy, Planning and Evaluation in the Food and Nutrition Service (FNS) has estimated the maximum number of potential eligibles by using the number of children under five years of age, number of infants under one year, and number of women in childbearing years--all under 195 percent of poverty.

2/ These figures represent the average monthly participation level for Fiscal Year, based on figures collected by FNS Program, Reporting Staff, February 5, 1981.

3/ This figure was determined by dividing the average monthly participation by the number of persons eligible in Fiscal Year 1979.

4/ Source: W1057, February 5, 1981.

5/ P.L. 95-627 stipulates that at least one-sixth of the funds expended by each State agency for administrative costs be used for nutrition education.

6/ Source: FNS/Accounting and Reporting Division, June 3, 1980. The total number of participants in this table differs from the total reported under Number of Participants in Fiscal Year 1979 because of the different points in time that the tabulations were done.

G. Program Participants by Region in Fiscal Year 1979: 7/

	Women		Infants & Children		Total	
	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>	<u>No.</u>	<u>Pct.</u>
North Central	69,057	21	276,363	22	345,420	21.94
Northeast	68,060	20	277,380	22	345,440	22.94
South	130,997	40	506,499	41	637,496	40.50
West	<u>62,078</u>	<u>19</u>	<u>184,766</u>	<u>15</u>	<u>245,844</u>	<u>15.57</u>
TOTAL	330,192	100	1,244,008	100	1,574,200	100.00

II. NUTRITION EDUCATION PROGRAM COMPONENT

A. Nutrition Education Objectives: 8/

Provide information on nutrition which emphasizes the relationship between nutrition and health to pregnant, lactating and post-partum women, and to parents and guardians of the infant and children participants.

Assist the individual who is at nutritional risk in achieving a positive change in food habits, resulting in improved nutritional status and in the prevention of nutrition-related problems through optimal use of the supplemental foods and other nutritious foods.

Inform pregnant women of the benefits of breastfeeding infants.

Serve as an adjunct to health care for program participants.

B. Nutrition Education Providers:

Physicians, nutritionists, dietitians, registered nurses, physicians' assistants, and professional and paraprofessional nutrition educators.

C. Types of Nutrition Education Materials:

State, local, national and commercially developed printed nutrition education and audiovisual materials.

7/ Source for regional breakdown: USDA (Appendix B).

Source for data: Special Supplemental Food Program for Women, Infants, and Children, Racial Participation, September 1979. FNS/Accounting and Reporting Division, June 3, 1980.

8/ Nutrition education objectives refer to statements which outline the purposes of instruction in the nutrition area as defined by program legislation, guidelines, regulations, and/or practice.

D. Content of Nutrition Education Materials:

Some examples:

Achieving an adequate diet using WIC supplemental foods and other nutritious foods.

Understanding the relationship between diet and health for growth and development throughout life.

Recognizing the benefits of breastfeeding.

E. Methods of Delivery:

Nutrition education may be provided by one or a combination of the following: individual counseling, lecture, group sessions, reinforced with printed and/or audiovisual materials.

F. Participation in Nutrition Education:

o Women:

A minimum of two nutrition education sessions are required to be provided to each participant per certification period 9/.

o Infants and Children:

For parent or guardian--minimum of two nutrition education sessions are required to be provided to the parent or guardian of the infant or child participant per certification period.

G. Basis for Continued Participation:

o Women:

Once the minimum of two nutrition education sessions per certification period is met, interest in program is the only basis for continued participation.

o Infants and Children:

Once the minimum of two nutrition education sessions per certification period is met, interest in the program is the only basis for continued participation.

H. Relevant Evaluations: 10/

Research Triangle Institute of North Carolina was awarded a contract by FNS in September 1979 to conduct a major evaluation of the WIC program. The objectives of this study are to: (1) identify the major kinds of WIC Programs in operation; (2) determine the sensitivity, reliability, and validity of potential measures of Program effects; (3) assess the health and nutrition effects of WIC on participants at selected sites; and (4) plan future studies to assess the effects of WIC nationally on the health and nutritional status of participants. At present, the pretest has been completed and work continues on third objective. The evaluation is scheduled to be completed in March 1983.

9/ For definition of certification period, see Basis for Continued Participation.

10/ Note that while no evaluation results are available in nutrition education per se, a large number of evaluations have been conducted which show a positive effect of WIC benefits on participants.

III. FOOD ASSISTANCE PROGRAM COMPONENT

A. Food Assistance Objectives:

Improve nutritional status and dietary patterns through use of food packages as a dietary supplement.

B. Food Assistance Providers:

Retail System - Participants are given food instruments to exchange for specified items at authorized food markets.

Direct Distribution System - Participants pick up the authorized food from storage facilities operated by the State or local agency.

Home Delivery System - Participants receive their food at their respective homes.

C. Types of Food Assistance

o Pregnant and Breastfeeding Women:

One specific supplemental food package with various options within specific food categories.

o Post Partum Women:

One specific supplemental food package with various options within specific food categories.

o Breastfeeding Infants and Children:

Four food package categories:

- 1) Infants, 0 to 3 months;
- 2) Infants, 4 to 12 months;
- 3) Children/Women with special dietary needs;
- 4) Children, 1 to 5 years.

D. Content of Food Assistance:

Women and children receive packages of food which include items such as milk, eggs, cereal, juice, and beans or peanut butter. Infants, depending upon their age, may receive infant formula, juice, and infant cereal. Food packages may be tailored both at the State level by the State agency for nutritional reasons and the local level for individual needs.

E. Methods of Delivery:

Retail System - Participants are given food instruments to exchange for specified items at authorized food markets.

Direct Distribution System - Participants pick up the authorized food from storage facilities operated by the State or local agency.

Home Delivery System - Participants receive their food at their respective homes.

F. Participation in Food Assistance:

o Women:

Food or food instruments are provided to each participant. Up to a three-month supply of food instruments may be provided at one time.

o Infants and Children:

Food or food instruments are provided to the parent or guardian of the infant or child participant. Up to a three-month supply of food instruments may be provided at one time.

G. Basis for Continued Participation:

- o Women: Pregnant women shall be certified for the duration of their pregnancy and for up to six weeks post partum. Post partum women shall be certified for up to six months post partum. Breastfeeding women shall be certified at intervals of approximately six months ending with the breastfeeding infant's first birthday.

o Infants and Children:

Infants shall be certified at intervals of approximately six months. Children shall be certified at intervals of approximately six months and ending at the end of the month in which the child reaches the fifth birthday.

IV. GEOGRAPHIC COVERAGE

A. Eligible Legal Jurisdictions:

50 States, Puerto Rico, Virgin Islands, Guam, American Samoa, Northern Mariana Islands, and the Trust Territory of the Pacific Islands.

B. Participating Jurisdictions and Sites in Fiscal Year 1979:

o Jurisdictions:

All the above except -- Northern Mariana Islands, Guam, and the Trust Territory of the Pacific Islands, American Samoa.

o Sites:

1,212 local agencies (5,784 clinics) at end of Fiscal Year 1979 ^{11/}.

V. ADMINISTRATION

A. Program Legislation:

The National School Lunch Act Amendments, P.L. 92-433, September 26, 1972.

^{11/} FNS Management Report (FY 1979 WIO57) February 5, 1981: based on data submitted by State agencies to FNS each month. Local agency is defined as the health agency from which the local program is administered. The clinic is where participants are certified.

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The National School Lunch Act and Child Nutrition Act Amendments of 1973, P.L. 93-150, November 7, 1973.

The National School Lunch Act and Child Nutrition Act of 1966 Amendments of 1975, P.L. 94-105, October 7, 1975.

Amendment of Section 17 of the Child Nutrition Act of 1966, P.L. 95-627, November 10, 1978.

B. Relevant Federal Circulars:

Office of Management and Budget Circulars:

FMC 74-4 Federal Management Circular which sets forth principles and standards for determining costs applicable to grants and contracts to State and local governments.

A-90 provides guidance for the coordinated development and operation of information systems.

A-95 outlines procedures for evaluation, review, and coordination of Federal and federally-assisted programs and projects.

A-102 establishes uniform standards for the administration of grants and agreements with nonprofit institutions.

C. Current Program Guidelines/Regulations:

WIC Regulations, July 27, 1979, Final.

WIC Food Package, November 12, 1980, Final.

WIC Performance Standards, October 7, 1980, Interim. This deleted sections 246.19(b)(2) and (3) from July 27, 1979 regulations.

WIC Eligibility Criteria, January 23, 1981, Final.

WIC Food Delivery Systems, January 23, 1981, Proposed.

WIC Emergency Food Funding Formula, October 16, 1979.

WIC Administrative Funding Formula, May 15, 1979.

WIC Administrative Funding Formula, Interim. Amendment, March 28, 1980.

WIC Administrative Funding Formula, Amendment, October 31, 1980.

WIC Food Funding Formula, October 24, 1980, Proposed.

WIC Food and Administrative Funding Formula, January 23, 1981.

P.L. 96-499 Omnibus Reconciliation Act of 1980, December 5, 1980. (WIC authorization was extended until 9/30/84.)

D. Federal Reporting Requirements:

<u>Data</u>	<u>Frequency of Submission</u>	<u>Public Comment</u>
State Plan of Program Operation.	Annually by August 15.	One or more public hearings required not later than May 31.
Federal/State Agreement.	Annually by August 15.	Not applicable.
Financial data (SF269 Report) Expenditures.	Monthly.	Not applicable.
Program Performance Data (SF187 Report).	Monthly.	No requirement.
Racial/Ethnic Participation Data.	Annually on October 30.	No requirement.
Preliminary Fiscal Year Closeout Report.	Within 30 days after end of fiscal year.	No requirement.
Final Fiscal Year Close- out Report.	Within 150 days after end of fiscal year.	No requirement.

E. Administrative Structure:

The Food and Nutrition Service of the U.S. Department of Agriculture administers and oversees the program operation nationwide, and provides guidelines (including those for nutrition education) to FNS regional offices for dissemination to State agencies.

The seven regional offices review plans of work, conduct annual management reviews, and coordinate intrastate activities with the region.

The State agencies ^{12/} develop nutritional risk and income standards within Federal guidelines and apply them for certification of eligibility, write standards to guarantee quality statewide nutrition education services, review and approve local agency applications for program sites, and monitor local agencies.

Local agencies are responsible for daily program operation, administration, and reporting on participation and expenditures.

^{12/} State agency is defined as a health department, comparable agency or Indian group which has contracted to administer the program.

F. Federal Fulltime Equivalent Program Staff Positions: 13/

29 1/2 fulltime equivalent positions in the national WIC office,
Washington, D. C.

81 1/2 fulltime equivalent positions in the seven regional offices.

VI. FEDERAL RESOURCES

A. Entitlement/Formula:

o Formula:

The Secretary of Agriculture shall divide the appropriated funds
among the State agencies on the basis of a formula determined by
the Secretary.

B. Annual Federal Program Expenditures in Fiscal Year 1979: 14/

\$525,501,662.

State agencies provide approximately 13% of the funds used to administer the
program at the State level. 87% of the administrative costs are provided
by FNS.

Local agencies provide approximately 40% of the funds used to administer the
program at the local level.

C. Federal Requirements for Distribution of Program Funds

Twenty percent of the appropriated funds, not including those designated for evaluation and pilot projects, shall be available for administrative costs at the State and local levels. The Secretary may exceed the 20% limitation if it is determined necessary for the efficient administration of the program.

Not less than one-sixth of the funds expended by each State agency for administrative costs shall be used for nutrition education activities, unless the State agency receives special permission to use other funds for these activities.

D. Regional Apportionment of Federal Funds in Fiscal Year 1979: ^{15/}

	<u>Food Assistance</u>	<u>Administrative Costs</u>	<u>Total</u>	<u>Percent of Total</u>
North Central	\$101,562,749	\$ 26,006,158	\$127,568,907	21.63
Northeast	104,094,085	26,031,778	130,125,863	22.07
South	190,418,569	46,671,834	237,090,403	40.21
West	<u>75,396,640</u>	<u>19,490,213</u>	<u>94,886,853</u>	<u>16.09</u>
TOTAL	\$471,472,043	\$118,199,983	\$589,672,026	100.00

^{13/} These figures reflect 1981 staff years within the program unit. Staff support provided by budget, financial management, evaluation, civil rights, nutrition and technical assistance is not reflected in these figures. Source of data: WIC national and regional offices.

^{14/} Source for data: FNS Program Reporting Staff, Fiscal Year 1979. Figures are based on actual report cash outlays. W1057, February, 5, 1981.

^{15/} Source for regional breakdown: USDA (Appendix B).
Source for data: FNS Program Reporting Staff, Fiscal Year 1979.

COMPARATIVE ANALYSIS OF PROGRAMSI. INTRODUCTION

The information presented in each of the preceding sections on the six programs respectively is brought together in this chapter for synthesis and comparison. However, direct comparisons among these six USDA food and nutrition programs are severely limited. In fact, the subcommittee question as to the effectiveness of EFNEP versus other nutrition education activities can not be answered conclusively due to the paucity of evaluation studies, the differences in program objectives, operations, resources, and the lack of comparable data. As to the number of current and relevant evaluations on nutrition education activities, EFNEP has completed five, and 4-H has completed two; WIC has two in progress, and NET has completed one. In addition to the small number, all vary in scope and purpose which obviously limits comparisons across studies. Again, the variations in program services, staff, and resources place definite constraints in comparing the outcomes of the different programs. Consequently, no definitive statement can be made about overall effectiveness without qualifications about the context. To further complicate comparisons, programs maintain different types of records of activities: some have information on nutrition education costs and others do not; some have unduplicated participant counts and others do not; and all have at best imprecise descriptions of the actual nutrition education activities being conducted.

In this chapter, any statement about the relative effectiveness of one of the programs in achieving an objective that it shares in common with the other programs is qualified by a discussion of the differences among the

programs in the emphasis on that objective, in the Federal Funding levels, and in the target populations 1/.

No attempt is made to answer the question of program effectiveness using a single criterion or in absolute terms. The answer to "Which program is most effective?" would depend upon what criteria were used to measure effectiveness. Does the questioner want to know which program provides the most learning of nutrition information? Which program offers services to those most in need of nutrition education? Which program is most cost-effective, helping participants achieve nutritionally adequate diets? These are all different questions of program effectiveness with different answers. Moreover, these global questions of program effectiveness are best answered by providing enough information so that readers can apply their own standards. For example, rather than artificially assuming that one target population is more needy than another, the target populations served by each of the programs are simply described.

In the first section, the target populations are reviewed by examining the eligibility requirements of the different programs and the percent of eligible participants reached. A closer look at the program participants by race is included. The second section of this chapter is devoted to the nutrition education program component describing the objectives, information providers, delivery methods, lesson/material content, as well as Federal

1/ An example of the difficulty of assembling timely data on programs for comparison is exemplified in the Federal Food, Nutrition and Agriculture Programs Prototype Inventory - 1980 Update (a reproduction of the computer output from the Food, Agriculture, and Nutrition Inventory). This catalog attempts to provide accurate, comparable, and up-to-date information on 359 programs. A review of the information provided on EFNEP, FSP, NET, and WIC (4-B and General F&N are not included) shows inaccurate, incomplete, and out-of-date entries.

expenditure for nutrition education per participant and Federal appropriations for the nutrition education component in both real and constant dollars from 1969-1981 2/. In the third section, the focus is on the food assistance program component. In the fourth section, the focus is on the relationship between program participants and program funds.

II. PROGRAM PARTICIPANTS

A. Eligibility Requirements for Participation in Each Program.

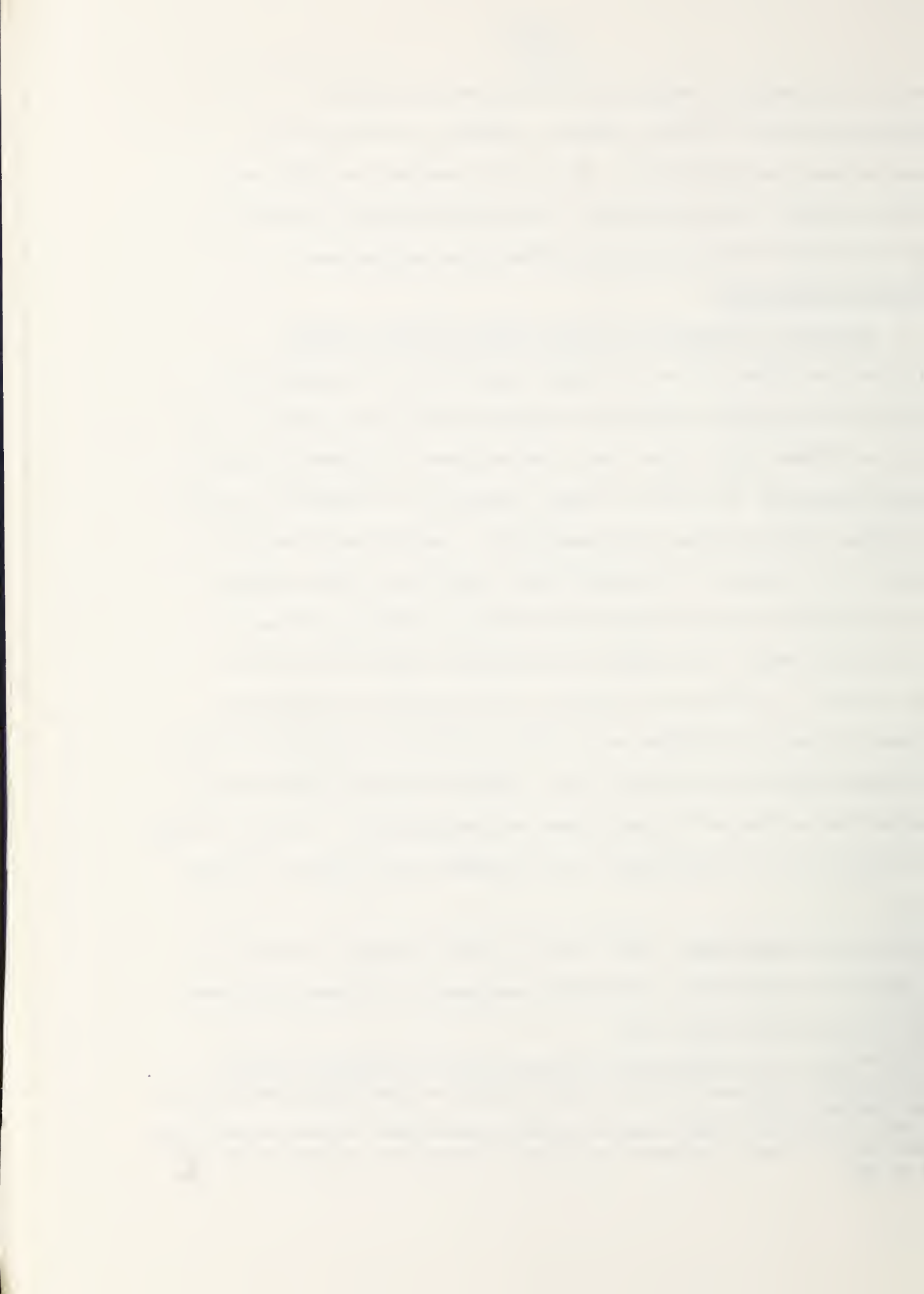
Similarities and differences of the target populations are highlighted by describing the participant eligibility requirements for each program by: sex and age, nutritional risk, income level, and residence requirements (Table 1).

1. Nutritional Risk. WIC Adult and Youth programs 3/ and EFNEP Adult are the only programs with nutritional risk requirements. The WIC nutritional risk requirement lists specific diet-related health conditions, such as anemia, obesity, or premature birth but may also include poor dietary patterns if adequate funding exists. The EFNEP Adult requirement simply states "poor dietary patterns". FSP has no nutritional risk requirement per recipient, requiring only that an individual be at low income which its studies have shown to correlate highly with nutritional risk. NET was established based upon the assumption that our Nation's children have poor eating habits. For both 4-H and General F&N, there is no nutritional risk requirement only interest in subject matter.

2. Income Level Requirement. EFNEP Adult and Youth Programs, FSP, and WIC Adult and Youth Programs have a low-income requirement. No income requirement applies to 4-H, General F&N, or NET.

2/ The 1969 to 1981 timeframe was selected to allow comparison of USDA food and nutrition programs in the context of EFNEP program initiation (1969) to current available data.

3/ For the purposes of this report, the WIC participants will be divided into WIC Adult and WIC Youth with youth referring to infants and children under five years of age.



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	Participant Requirements	Nutritional Risk Requirements	Income Level	Residence Requirements	No. of Eligible Participants	Percent of Eligible Reached
WIC Adult	Low-income individuals, especially those with young children.	Poor dietary patterns; restricted to homemakers in general good health and not requiring therapeutic diet counseling.	At or below the Community Services Administration Poverty Guidelines based upon family size and annual income 1/.	To participate in the program, an individual must reside within a geographical area served by the program.	10,261,000 2/	9.1% 3/
WIC Youth	Youth usually between nine and 19 from low-income usually urban families.	Restricted to youth in general good health and not requiring therapeutic diet counseling.				
4-H Food and Nutrition Program	Youth usually between nine and 19 but specific age category is defined by each State.	No requirement.	No requirement.	No requirement.	42,514,000 4/	2.4% 5/
General Food and Nutrition Program	General adult public, especially homemakers, parents, the elderly, and groups with food and nutritional problems.	No requirement.	No requirement.	No requirement.	158,013,000 6/	3.2% 7/
Food Stamp Program	Low-income individuals.	No requirement.	Net income at or below the poverty level as determined by the nonfarm guidelines prescribed by OMB 8/.	No requirement.	29,100,000 9/	63.2% 10/
Nutrition Education and Training	Preschool - grade 12 children in public or private schools, or daycare facilities.	No requirement.	No requirement.	To participate in the program, an individual must attend a school which has the program.	50,009,358 11	5.2% 12/
WIC Adult	Women during pregnancy and up to six months postpartum and breast-feeding women up to one year postpartum.	Individuals must be determined by a competent professional or the local staff to be at nutritional risk (examples): —obesity or low weight during pregnancy —anemia —premature birth —low birthweight or infant mortality —poor dietary patterns	State agency may use either WIC program income definition or State or local agency definition of income used for health care services with certain restrictions.	Optional State-determined requirement, but length of residency may not be used.	9,100,000 13/	16% 14/
WIC Youth	Infants and children under age five.	—underweight or obesity —stunted growth —anemia —poor dietary patterns.				

- 1/ See Appendix A for more detail.
- 2/ This figure represents the total of eligible youth and adults. Source: Tables 20 and 21, respectively, in Money Income and Poverty Status of Families and Persons in the United States: 1979 (Advance Report), Series P-60, No. 125, U.S. Department of Commerce, Bureau of the Census. The youth figure represents the number of individuals below poverty between 9 and 19 in 1979. The adult figure represents the number of "families with female householder, no husband present" with children under 18 in 1979.
- 3/ This figure was derived by dividing the number of participants by the number of eligible participants for fiscal year 1979.
- 4/ Source: July 1, 1979 Census data for the number of youth between 9 and 19. Current Population Reports Series P25, No. 870, Estimates of the Population of the United States By Age, Race, and Sex: 1976-1979; Bureau of Census, Department of Commerce.
- 5/ This figure was derived by dividing the number of participants by the number of eligible participants for fiscal year 1979.
- 6/ Source: July 1, 1979 Census data for the number of individuals over 18 years old. Current Population Reports Series P25, No. 870, Estimates of the Population of the United States By Age, Race, and Sex: 1976-1979; Bureau of Census, Department of Commerce.
- 7/ This figure was derived by dividing the number of participants by the number of eligible participants for fiscal year 1979.
- 8/ See Appendix D for more detail.
- 9/ This figure represents the number of eligible participants in July 1979. The figure was derived from a computer simulation model on a nationally validated data base keyed to July 1979.
- 10/ This percent figure represents the percent of eligible participants reached in July 1979. This month was used because it is the only month on which accurate data on the number of eligible is available. The 18,394,516 participants in July 1979 was divided by 29,100,000 eligible for the same month to reach 63.2%. FSB001 computer run, 9/10/80.
- 11/ Source: NET Program Eligibility Data, Federal Register, April 6, 1979.
- 12/ This figure was determined by dividing the number of participants by the number of eligible participants for fiscal year 1979.
- 13/ The Office of Policy, Planning and Evaluation in the Food and Nutrition Service has estimated the maximum number of potential eligibles by using the number of children under five years of age and under 200 percent of poverty.
- 14/ This figure was determined by dividing the number of participants by the number of eligible participants for fiscal year 1979.

3. Age Requirement. EFNEP Youth, 4-H, and NET provide nutrition education to youth. The children and infants in WIC Youth generally receive the benefits of nutrition education through their parents or guardians 4/. The EFNEP Adult and WIC Adult focus on women in the childbearing years. In addition, the EFNEP Adult program assumes that the nutrition education provided to the homemaker will be translated into dietary practice for the entire family. General F&N targets to all adults 5/. Only the FSP is not targeted to a specific age group.

4. Residence Requirement. There is no residence requirement for participants in five of the six programs. Only WIC has a state-determined residence requirement with a Federal restriction that length of residence cannot be applied.

In terms of specificity of participant eligibility requirements, 4-H and General F&N target their activities to interested adults and youth respectively; NET requires only that the child be in a participating school system; FSP has only the requirement of low-income assuming poor dietary habits; EFNEP Youth requires low-income, usually urban residence and again assuming poor dietary habits; EFNEP Adult requires that individuals have a low income, poor diet, and usually children; and WIC requires low income, poor health and specific age categories.

B. Percent of Eligible Participants Reached By These Six Programs.

4-H (2.4%), General F&N (3.2%), and NET (5.2%) all reach approximately the same percentage of eligible participants (Table 1). EFNEP Adult and Youth reach a somewhat larger percentage--9.1%. By contrast, WIC Adult and Youth reach

4/ WIC regulations require that nutrition education be provided to the parent or guardian. It is encouraged that nutrition education also be provided to the child.

5/ While EFNEP Adult focuses on women in the childbearing years, the program guidelines encourage enrollment of homemakers with young children (parent or caretaker, young or old, male or female).

16% and FSP reaches 63.2% of eligible individuals. The percent of eligible participants reached is a factor of a number of variables - e.g. program resources, delivery mode, length of participation, and frequency of participation. In addition, simply reaching an individual does not mean that the person has benefited from the nutrition education information.

An example of the interaction of these variables can be seen in the FSP and WIC Programs which reach the largest percentage of eligible participants, have the largest annual Federal appropriations (Table 2), and still have the least amount of nutrition education contact with participants. Another feature that these two programs have in common which separates them from the others is that they provide food assistance to participants.

While WIC and FSP reach a substantially larger segment of the eligible population than the other programs, FSP reaches a much larger percentage than WIC or the others. One major reason might simply be that FSP is an entitlement program, the only one (see Section V for further discussion); and it offers substantial tangible benefits in the form of stamp coupons which significantly enhance participants' purchasing power.

C. Program Participants By Race. The five programs with available data (EFNEP Adult and Youth, FSP, and WIC Adult and Youth) all reach approximately the same percentage of individuals within each racial group (Table 3). For these programs, the average for the racial categories are the following: 43% White, 32% Black, 15% Hispanic, 2% American Indian/Alaskan Native, and 1% Asian/Pacific Islander. There are no available data on the ethnic composition of the respective program target populations for comparison.



TABLE 2

FEDERAL APPROPRIATIONS FROM 1969-1991 FOR THE NUTRITION EDUCATION COMPONENTS OF SIX RDA FOOD AND NUTRITION PROGRAMS (in thousands)

	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1991
EWHP Adult	10,000 ^y	21,420	41,420	41,420	43,420 ^y	43,420 ^y	43,420	43,420	43,420 ^y	40,440 ^y	41,440	41,440	44,214
EWHP Youth	—	7,140	7,140	7,140	7,140	7,140	7,140	7,140	7,140 ^y	10,112	10,362	10,362	10,003
TOTAL	10,000	28,560 ^y	48,560	48,560	50,560	50,560	50,560	50,560	50,560 ^y	50,552	51,802	51,802	54,217 ^y

Data are not collected.

4-H Food and Nutrition Program 3/

General Food and Nutrition Program

Data are not collected.

Food Stamp Program 2/

200^{10/} 2,000^{11/} 1,345^{12/}

Nutrition Education and Training 13/

26,000 26,000 20,000 15,000

WIC Adult 14/

WIC Youth

24,000^{15/} 29,000

1/ Funded from Section 32 of the Act commonly known as "Removal of Surplus Agricultural Commodities," 82,435, as amended, 7 U.S.C. Code 612c.

2/ Of program funds limited to employment "direct cost" of program aides only to work with whole families.

3/ \$2 million increase imposed by OMB. Total available to States was \$48,360,000.

4/ Includes a \$2 million impoundment and \$1.2 million cut by OMB. Total available to States \$47,460,000.

5/ Includes \$1.5 million earmarked for pilot urban home gardening projects.

6/ 20% of EWHP appropriations were earmarked for EWHP Youth from 1978-1981.

7/ EWHP guidelines were revised for Fiscal Year 1977 to allow 15-20% to be budgeted for the 4-H phase and 80-85% for the Adult phase.

8/ Does not include \$1,440,000 retained in headquarters for administration and retirement costs of EWHP professionals of which 25% was applied to the \$7.5 million for EWHP 4-H professional staff and support costs.

9/ This figure includes \$1 million earmarked for EWHP/FSF projects.

10/ This nutrition education component was added to the program by the Food Stamp Act of 1977.

11/ This figure represents the cost of six million nutrition education pamphlets at \$0.05 per pamphlet and 30,000 nutrition education posters at \$0.12 per poster.

12/ These are the FSP funds transferred to Extension Service to conduct 16 demonstration projects in 18 States.

13/ These funds represent the \$1 million from FSP transferred to Extension to conduct 10 demonstration projects in 10 States (Alabama

through these funds) and \$305,000 for publication of 3 million FSP pamphlets.

14/ These funds are from Federal Nutrition for the respective years.

15/ These funds are from Federal Nutrition for the respective years.

16/ These funds are from Federal Nutrition for the respective years.

TABLE 3
RACIAL COMPOSITION OF PARTICIPANTS IN SIX USDA FOOD AND NUTRITION PROGRAMS
FOR FISCAL YEAR 1979

	<u>White</u>	<u>Black</u>	<u>Hispanic</u>	<u>American Indian/ Alaskan Native</u>	<u>Asian/ Pacific Islander</u>	<u>Total Percent</u>
EFNEP Adult	39%	42%	16%	2%	1%	100%
EFNEP Youth	50%	37%	11%	1%	1%	100%
4-H Food and Nutrition Program	Data are not collected.					
General Food and Nutrition Program	Data are not collected.					
Food Stamp Program	44%	41%	13%	1%	1%	100%
Nutrition Education and Training	Data are not collected.					
WIC Adult	43%	34%	19%	3%	1%	100%
WIC Youth	40%	37%	16%	4%	1%	100%

III. NUTRITION EDUCATION PROGRAM COMPONENT

A. Program Services

All six programs share two basic nutrition education objectives:

- (1) provision of information on nutritional value of foods and
- (2) provision of information on food management skills (Table 4).

However, while each program strives to meet these nutrition education objectives, each program differs in its emphasis, method, activities, and/or resources (Table 5).

The EFNEP Adult Program works mostly on a one-to-one basis with trained paraprofessionals meeting with homemakers in their respective homes. The frequency of these contacts varies from program site to program site. Nutrition concepts and food management skills are taught by hands-on demonstration supplemented by pamphlets and audio-visuals. The EFNEP Youth Program differs from the Adult Program in delivery mode; volunteers and paraprofessionals work with the youth in groups, classes, and at camps. However, the same methods are employed. Participation ranges from involvement in one-day programs to one-year clubs.

Both 4-H and General F&N Programs have State Extension Food and Nutrition specialists, county home economists, and homemaker club members working with participants in a variety of settings: clubs, workshops, groups, and mass media presentations. The discussions center around general nutrition and food management and safety (no therapeutic counseling). A variety of materials are used to supplement discussions.

TABLE 4
OBJECTIVES OF SIX USDA FOOD AND NUTRITION PROGRAMS

	Nutrition Education Objectives 1/		Food Assistance Objectives 2/	
	Provision of Information on Nutritional Value of Foods	Provision of Information on Food Management Skills 3/	Provision of Food Supplement to Participants' Diets	
General Adult	X	X		
General Youth	X	X		
4-9 Food and Nutrition Program	X	X		
General Food and Nutrition Program	X	X		
Food Stamp Program	X	X	X	
Nutrition and Education Training	X	X		
WIC Adult	X	X	X	
WIC Youth	X	X	X	

1/ The nutrition objectives refer to statements which outline the purposes of instruction in the nutrition area as defined by program legislation, guidelines, regulations, and/or practice.
 2/ The food assistance objective refers to statements which outline the purposes of food assistance (provision of supplemental income, coupons, and/or commodities) as determined by program legislation, regulations, and/or practice.
 3/ Food management skills include food purchasing, food storage and sanitation, food and meal planning, food preparation, and food production and preservation.

	Nutrition Education Providers	Types of Nutrition Education Materials	Content of Nutrition Education Materials	Methods of Delivery	Participation in Nutrition Education	Amount Federal Expenditures for Nutrition Education per Participant
SWHEP Adult	Indigenous paraprofessionals with 120 hours of initial training.	Federal, State, and occasionally locally-developed pamphlets; supplemented by audio-visual.	Nutrition information: —Basic nutrients and their functions. Food management skills: —Food purchasing —Food safety and sanitation —Food and meal planning	One-to-one, mostly in homes. Small groups.	Based on homemaker's responsiveness to teaching. Frequency of contact varies among program sites.	\$142.72 ^{1/}
SWHEP Youth	Volunteers and paraprofessionals.	Federal, State, and occasionally local or commercial print and audio-visual curriculum packages.	—Food preparation —Food production and preservation.	Special interest groups. Day and over-night camps. Clubs.	—Groups (1-day to several months). —Camps (3-day to 3 months). —Clubs (year-round participation).	\$16.21
4-H Food and Nutrition Program	State Extension food and nutrition specialists, county home economists, and homemaker club members.	4-H project workbooks, films, leaflets, training packets, posters, radio and TV, newsletters, games, and comic books.	Nutrition; food preparation, preservation, buying and safety.	4-H clubs: project; school and community; 4-H special interest groups; camps; mass media; and TV.	One- to two-day workshops and day camps to year-round participation in 4-H clubs depending upon State, resources, and participant interest.	Data are not collected.
General Food and Nutrition Program	State Extension food and nutrition specialists, county home economists, and homemaker club members.	Newsletters, press releases, newspaper and magazine articles, fact sheets, posters, displays, radio and TV, correspondence courses, telephone HOT LINES, and training packets.	Diet and health. Food safety. Food management skills: —Food purchasing —Food storage and sanitation —Food and meal planning —Food preparation —Food production and preservation.	Homemaker and urban gardening clubs, workshops, group sessions, mass media, and individual consultants.	Based on public's interest in materials and programs.	Data ^{2/} are not collected.
Food Stamp Program	Printed material without reinforcement by nutrition education staff person ^{3/} .	Posters and pamphlets.	Nutritious foods. Menus. Diet and health.	FSP office.	One visit to FSP office per 2-12 month certification period.	\$0.05 ^{4/}
Nutrition and Education Training	Teachers, school food-service personnel, parents, and peers.	Curricula, books, pamphlets, TV shows, filmstrips, training materials, and audio-visual.	Nutrition concepts. Consumer skills.	Classroom projects, newsletters, field trips, weight-reduction clinics, and health and food fairs.	Varies from 1-2 day workshops to year-round classroom instruction depending upon program thrust and nature of program activities.	\$8.95 ^{5/}
Adult: WIC					A minimum of two nutrition education contacts are required per certification period.	
Youth WIC	Physicians, nutritionists, dietitians, registered nurses, physician's assistants, paraprofessionals and paraprofessional nutrition educators.	Printed materials. Audio-visual materials.	Utilization of WIC supplemental foods to achieve an adequate diet. Diet and health. Benefits of breastfeeding.	Individual counseling or group sessions and reinforced with printed or audio-visual materials.	A minimum of two nutrition education contacts are required to be provided to the parent or guardian of the infant or child participant per certification period.	\$10.92 ^{6/}

^{1/} These figures were determined by dividing the number of 1979 program participants into 80% of the funds expended for the adult component of the program and 20% of the funds expended for the youth component of the program. See Federal Requirements for Distribution of Program Funds.

^{2/} This figure was determined by dividing the number of 1979 program participants into the 1979 Federal program funds. Federal program funds represent approximately 40% of the Federal, State, and local program funds; annual cost per participant including State and local funds is \$3.98.

^{3/} Optional nutrition education activities may be conducted for Food Stamp participants in States which choose to provide matching funds.

^{4/} This figure represents the cost of six million nutrition education pamphlets at \$0.05 per pamphlet distributed to the State FSP offices.

^{5/} This figure was determined by dividing the number of program participants into total amount of program funds for Fiscal Year 1979.

^{6/} Source: WIC Press Kit, Food and Nutrition Service, December 1980. P.L. 95-627 stipulates that at least one-sixth of the funds expended by each State agency for administrative costs be used for nutrition education.

The NET Program is designed to have teachers, school food-service personnel, parents, and peers transmit the nutrition information and consumer skills to the school children in a number of ways, such as classroom projects, newsletters, or year-around classroom instruction. Books, pamphlets, filmstrips, and audio-visuals are often used.

Both WIC and FSP differ from the other programs by offering dual services: food assistance and nutrition education. A much greater percentage of their financial resources are devoted to food assistance than to nutrition education. However, WIC is the only program that is both an adjunct to health-care and offers therapeutic and preventive nutrition counseling. Each participant is counseled by a physician, nutritionist, dietitian, nurse, or other trained health official or paraprofessional in an individual or group session for a minimum of two sessions per certification period. Discussions during these meetings center around the utilization of WIC supplemental foods and the relationship of diet and health. Nutrition education materials and audio-visuals are employed as needed.

The FSP only requires that at time of certification--once every two to twelve months--nutrition education posters and pamphlets be available. These posters and pamphlets contain information on nutritious foods, menus, and the relationship between diet and health. However, Federal materials aren't produced in sufficient quantity to distribute to all participants. Therefore, the program might be providing less than the Congressionally mandated exposure of participants to nutrition education posters and pamphlets, since no reports have confirmed that these materials are indeed available at FSP offices and used by all FSP participants.

In summary, nutrition education information is transmitted in a variety of ways by a number of different information providers and for differing periods of time. Looking at some key variations, we can highlight the similarities and differences.

1. Nutrition Education Providers. The program guidelines differ considerably. The FSP has no nutrition education providers; EFNEP Adult and Youth use paraprofessionals and/or volunteers who are supervised by professional home economists and 4-H agents; 4-H and General F&N employ Food and Nutrition specialists, home economists, or club members who train volunteers to conduct educational programs; NET relies on school personnel, parents, or student peers; and only WIC requires a health-care provider to transmit the nutrition education information.
2. Content of Lessons/Materials. The same general nutrition information is transmitted to participants in all programs, however, the means and emphases varies. EFNEP Adult and Youth, 4-H and General F&N stress general nutrition concepts and food management skills. NET focuses on the basic nutrition concepts and relevant consumer skills. FSP materials provide information on nutritious foods, healthful menus, and balanced diets. WIC Adult and Youth direct most of their education discussions to the use of the WIC supplemental foods, maintenance of a wholesome diet, and the importance of the relationship between nutrition and health.
3. Individual/Group Sessions. EFNEP Adult and WIC both offer either individual or group sessions. FSP provides no nutrition education sessions and the other programs offer only group nutrition education activities.

4. Amount of Participation. FSP provides nutrition education materials usually with no reinforcement. WIC's nutrition education activities are designed for a minimum amount of personal contact. Whereas, EFNEP Youth, 4-H, and NET offer programs for one-day to year-round, involvement in General F&N is based on participant interest, and EFNEP Adult participation varies from program site to program site throughout the year and is probably the most intense.

5. Target for Nutrition Education. EFNEP Youth, 4-H, General F&N, FSP, NET, and WIC Adult all provide nutrition education directly to the program participant. The two program exceptions to this approach are EFNEP Adult and WIC Youth. EFNEP Adult is designed to improve the diet of each participant's family (spouse, children, relatives) by providing education to the homemaker. A similar approach is followed in WIC Youth where again education of parent or guardian is used as the means for improving the diet of, in this case, the child WIC participant.

B. Annual Federal Expenditure For Nutrition Education Per Participant.

The differences in nutrition education services across programs are reflective of the differences in the cost of providing the services (Table 5). The annual Federal expenditure for nutrition education per participant varies from \$.05 for FSP, \$8.95 for NET, \$10.92 for WIC Adult and Youth, and \$16.21 for EFNEP Youth, to \$142.72 for EFNEP Adult.

It is not easy to answer the question: "What do these differences in cost mean?" The range of cost per participant for nutrition education is a factor of a number of variables, such as the frequency of interaction with program participants, the length of each interaction, the type of nutrition education session (group or individual); as well

as what costs make up each figure. For example, the high cost of EFNEP Adult is a result of having the greatest number of interactions for the longest periods of time with each participant and having the total costs of personnel, administration, and materials reflected in the \$142.72 figure. In contrast, the FSP figure of a very low \$.05 reflects only the cost of nutrition education pamphlets which are simply made available to program participants.

C. Federal Appropriations for the Nutrition Education Components of the Six USDA Programs from 1969-1981. For EFNEP, the current dollar trend from 1969 to present shows an increase in the initial years, a plateau for several years, and then again a slight upward incline. However the constant dollar picture shows the slight increase in the early years followed by a steady decline each year thereafter (Tables 2 and 6 respectively).

Since nutrition education activities of FSP, NET, and WIC have only begun in the last two to four years, organized evaluations on their nutrition education activities are scarce. For FSP, the pattern is the same for both current and constant dollars: low, high and low again. For NET, Federal appropriations were \$26 million for the first four years then there was a drop of approximately \$5 million each of the two years thereafter. In constant dollars, the decline is more gradual. For the two years of required nutrition education funding for WIC, Federal appropriations increased slightly in both current and constant dollars.

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TABLE 6
FEDERAL APPROPRIATIONS IN CONSTANT DOLLARS FROM 1969-1981
FOR THE NUTRITION EDUCATION COMPONENTS OF SIX USDA FOOD AND NUTRITION PROGRAMS 1/
(In thousands)

	1969	1970	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	1981 2/
BRNAP Adult BRNAP Youth	10,000	26,963	39,960	42,396	41,785	37,452	34,395	32,619	30,642	28,404	25,662	23,827	22,276
4-4 Food and Nutrition Program	Data are not collected.												
General Food and Nutrition Program	Data are not collected.												
Food Stamp Program 3/													
Nutrition and Education Training													
WIC Adult 4/													
WIC Youth													

1/ Constant dollars were figured in terms of 1969 dollars for all items.
Source: Consumer Price Index for All Urban Consumers, 1967-1980, U.S. Department of Labor, Bureau of Labor Statistics.
2/ The annual average for the Consumer Price Index for 1981 is not yet available. Therefore, the June 1981 figure was used.
3/ The nutrition education component was added to the program by the Food Stamp Act of 1977.
4/ WIC began in 1973 but not until 1980 were funds designated specifically for nutrition education. P.L. 95-637 states that one-half of the appropriated funds spent by State agencies for administrative costs must be used for nutrition activities.

IV. FOOD ASSISTANCE PROGRAM COMPONENT

Only FSP and WIC have a food assistance program component (Table 4). FSP provides food assistance in the form of coupons to be used by each participant to maintain an adequate diet; whereas, WIC provides food assistance in the form of supplemental food packages to support growth and development of pregnant, lactating, and postpartum women, and young children up to five years of age. Both programs provide eligible individuals with the determined food assistance for as long as they are certified to participate.

The rationale for the type/amount of food supplement is different for the two programs. The FSP coupon is based on the cost of purchasing foods that provide the established nutrient standards and food energy for maintaining a well-balanced diet 6/. In contrast, the composition of the six WIC food packages varies by category of participants.

V. FEDERAL REQUIREMENTS FOR APPORTIONMENT OF PROGRAM FUNDS

All programs except FSP apportion funds to the States by their respective mandated formulas. Only FSP distributes funds based on a prescribed entitlement. The main difference between these two approaches is that formula

6/ For additional information on food coupons, see Food Assistance Program Component in FSP section.

programs have a set amount of money regardless of the number of eligible persons enrolled, that is distributed to the States; whereas, entitlement programs have no set amount of money rather there is money available for each eligible individual who enrolls. Therefore, the State offices of the formula programs are faced with having a set amount of money to use in meeting the needs of their respective eligible program populations. In contrast, FSP State offices know that for each certified person, there will be a set amount of money.

VI. THE RELATIONSHIP BETWEEN PROGRAM PARTICIPANTS AND PROGRAM FUNDS BY REGION

An examination of the breakdown of program participants by regions (Table 7) shows a similar pattern in two of the regions across all programs which report data 7/. The largest percentage of participants in all programs appears in the Southern region and the smallest percentage appears in the Western region. The North Central and Northeast regions share approximately 45% of the participants in varying proportions from each program.

Percentage of funding by region for the programs is shown in Table 8 8/. For three programs, the distribution of program funds across the regions is similar to the figures on program participants discussed above. That is, a similar

7/ 4-H and General Food and Nutrition Programs do not collect data on the regional breakdown of participants.

8/ 4-H and General Food and Nutrition Programs do not collect data on the regional breakdown of program funds.

TABLE 7 (111)
PERCENTAGE OF PARTICIPANTS BY REGION FOR SIX USDA FOOD AND NUTRITION PROGRAMS
FOR FISCAL YEAR 1979 1/

	<u>North Central</u>	<u>Northeast</u>	<u>South</u>	<u>West</u>	<u>Total Percent 2/</u>
EFNEP Adult <u>3/</u>	21%	21%	44%	12%	99%
EFNEP Youth					
<hr/>					
4-H Food and Nutrition Program	Data are not collected.				
<hr/>					
General Food and Nutrition Program	Data are not collected.				
<hr/>					
Food Stamp Program <u>4/</u>	18%	27%	46%	13%	100%
<hr/>					
Nutrition Education and Training <u>5/</u>	15%	31%	49%	4%	99%
<hr/>					
WIC Adult <u>6/</u>	22%	22%	41%	16%	101%
WIC Youth					

1/ Source for regional breakdown: USDA (Appendix B).

2/ Due to rounding, the totals sometimes do not equal 100%.

3/ These figures represent the total percentage of persons served from October 1, 1978 to September 30, 1979.

4/ These figures represent the regional distribution of program participants during September 1979. Food Stamp Program Statistical Summary of Operations: September 1979, FNS/Accounting and Reporting Division, 3/20/80.

5/ NET Program quarterly reporting data (FNS-42) for Fiscal Year 1979.

6/ Source of data: Special Supplemental Food Program for Women, Infants, and Children. Racial participation 1979. FNS/Accounting and Reporting Division, June 30, 1980.

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TABLE 8
FEDERAL REQUIREMENTS FOR APPORTIONMENT OF PROGRAM FUNDS TO STATES ARE PERCENTAGE OF FEDERAL PROGRAM FUNDS BY REGION
FOR 513 USDA FOOD AND NUTRITION PROGRAMS FOR FISCAL YEAR 1979 1/

Formula/Entitlement 2/ Federal Requirements for Distribution of Program Funds to States			North Central	Northwest	South	West	Total Percent 3/
WIC Adult 4/ WIC Youth	Formula	The percent of the amount appropriated is divided equally among the States and Puerto Rico. The remainder is divided according to the percent of U.S. poor in each State, based on the 1965 SDC poverty guidelines. No new program funds have been allocated since 1970 Census data have been available.	22%	22%	22%	22%	88%
4-6 Food and Nutrition Program 5/	Formula	Four percent of appropriation for Federal administration; of the remainder, 20 percent equally to States, 40 percent divided among States based on farm population, and 40 percent divided among States based on rural population. Federal dollars must be equally matched in direct contributions 6/.	20%	20%	20%	20%	80%
General Food and Nutrition Program	Formula	Four percent of appropriation for Federal administration; of the remainder, 20 percent equally to States, 40 percent divided among States based on farm population, and 40 percent divided among States based on rural population. Federal dollars must be equally matched in direct contributions 6/.	Data are not collected.				
Food Stamp Program 7/	Entitlement	Any household whose net income is at or below the new farm poverty guidelines as established by the Office of Management and Budget 8/.	22%	22%	22%	22%	88%
Nutrition Education and Training 9/	Formula	Formula grant program based on preschool to grade 12 school enrollment data. -30¢ for each child enrolled in schools or institutions within the State except that no State shall receive less than \$75,000 per year. When program appropriations are less than 30¢ per child, State allocations are variably reduced except that no State shall receive less than \$15,000 per year.	22%	22%	22%	22%	88%
WIC Adult 10/ WIC Youth	Formula	The Secretary shall divide the appropriate funds among the State agencies on the basis of a formula determined by the Secretary.	22%	22%	22%	22%	88%

1/ Source for regional breakdown: USDA (Appendix B).
2/ Formula funding is defined as the distribution of a set amount of funds appropriated for the fiscal year which are allocated based on a prescribed formula. In contrast, entitlement funding means that a formula is established for distribution of funds to all eligible recipients and funds are made available for providing the specified amount to each participant. Entitlement funding implies that each person receives the amount of funds that he/she "is entitled" to receive.
3/ Due to rounding, the totals sometimes do not equal 100%.
4/ Source of data: 1980 Budget Explanation House, HRA, 96th.
5/ These figures were obtained from information on fulltime equivalent (FTE) staff involved in 4-6 food and nutrition activities, as reported in State's annual report for Fiscal Year 1979. The total FTE staff involved in the 4-6 food and nutrition within each region was divided by the total FTE food and nutrition staff to determine the percentage of FTE staff within each region. The results of these calculations are the percentage shown in the Table.
6/ Source: Smith-Lever Act, Section 2b.1, 1962.
7/ These figures were obtained by first combining "Fiscal Year to date" house coupon figures with total fiscal year administrative costs for each State and then adding the State totals for each region. The "Fiscal Year to date" house coupon figures were obtained from Food Stamp Program Statistical Summary of Operations: September 1979, FNS Accounting and Reporting Division, 3/20/80. The administrative costs were obtained from computer runs compiled by Joe Amelits. Then percentages for each region were calculated.
8/ Appendix B displays the Office of Management and Budget one-farm poverty guidelines, effective July 1, 1981.
9/ Source of data: Nutri-apportment data.
10/ Source of data: FNS Program Reporting Staff, Fiscal Year 1979.

percentage of participants and funds appears in the four regions for EFNEP, FSP, and WIC, whereas discrepancies are noticeable in the NET Program.

In the NET Program, there are slight variations in percentage of participants compared to Federal funds across regions. In the Southern region, 49% of the NET participants receive only 30% of the program funds and 4% of the participants in the West receive 19% of the funds. Differences also appear in the two other regions. 15% of the participants living in the North Central region receive 22% of the funds and 31% of the participants in the Northeast receive 25% of the funds.

The major reason for these differences is likely the type of program activities offered in each region 9/. For example, the Western region concentrates its resources on pilot projects reaching a relatively small group of participants. Whereas, program activities in the Southern region involve more dissemination of nutrition education materials and perhaps less participation. The result is greater cost per participant in the West than in the South.

9/ Conversation with Patricia Daniels, NET Section Head, Nutritional and Technical Services Division, FNS, USDA.

I. INTRODUCTION

The following recommendations were developed as a result of our interaction with the program staffs and review of the information presented in the previous chapters. These five recommendations focus on the overall improvement of the efficiency and effectiveness of food and nutrition programs. They do not include any specific suggestions for internal program changes.

II. DISCUSSION OF RECOMMENDATIONS

Recommendation One: Increase Coordination Across the Six USDA Food and Nutrition Programs.

Discussion. Viewed together, these six USDA food and nutrition programs serve the same general population for largely the same purpose. An effort to determine ways to increase coordination across programs might uncover some extremely efficient and effective methods of service delivery and suggestions for program operation ^{1/}. At present, only WIC requires that its local agencies coordinate with other social service agencies before submitting its annual state plan of program operation. The other programs do not have any formal plan for interaction. For example, when the 1977 FSP legislation which mandated nutrition education materials be available in all program offices was enacted, there was no review of other programs providing nutrition education to this population. Similarly, no assessment of how best to disseminate these materials was carried out. In practice, the Federal government which has the authority to develop and disseminate the FSP nutrition education posters and pamphlets did so. Perhaps, a more efficient and effective route would have been for State FSP offices to contract for the services of their respective State Cooperative Extension Services which already develop nutrition education materials for EFNEP. The EFNEP materials could have been

^{1/} Table 9 displays the administrative functions at the Federal, State, and local levels for all six programs.

THE ADMINISTRATIVE FUNCTIONS AT FEDERAL, STATE, AND LOCAL LEVELS
FOR SIX USDA FOOD AND NUTRITION PROGRAMS

	<u>FEDERAL</u>	<u>STATE</u>	<u>LOCAL</u>
WFP Adult WFP Youth	<ul style="list-style-type: none"> -monitor and evaluate nationwide program -provide administrative and technical support to States. 	<ul style="list-style-type: none"> -provide leadership for coordination and management within States -prepare training and resource materials. 	<ul style="list-style-type: none"> -supervise the local operation -train the para-professionals.
Food and Nutrition Program	<ul style="list-style-type: none"> -communicate current food and nutrition information -notify the States of their work and responsibilities -support the States -act as liaison with college, Federal, and private organization staffs. 	<ul style="list-style-type: none"> -communicate national priorities to States -assess program needs and assign priorities -determine and coordinate administration with ECOP and Home Economic Subcommittee. 	<ul style="list-style-type: none"> -implement and conduct programs.
General Food and Nutrition Program	<ul style="list-style-type: none"> -communicate current food and nutrition information -notify the States of their work and responsibilities -support the States -act as liaison with college, Federal, and private organization staffs. 	<ul style="list-style-type: none"> -communicate national priorities to States -assess program needs and assign priorities -determine and coordinate administration with ECOP and Home Economic Subcommittee. 	<ul style="list-style-type: none"> -determine local program priorities -implement the programs.
Food Stamp Program	<ul style="list-style-type: none"> -has administrative responsibility -Secretary of Agriculture sets standards for administration -establish standards for eligibility, arrange for printing coupons, and monitor levels of distribution. 	<ul style="list-style-type: none"> -write manuals and instructions clarifying Federal regulations -monitor local activities. 	<ul style="list-style-type: none"> -are responsible for certification, issuance, control and accountability of coupons; outreach activities; and complaint procedures.
Nutrition Education and Training	<ul style="list-style-type: none"> -are responsible for administration -provide nutrition education guidelines. 	<ul style="list-style-type: none"> -conduct ongoing needs assessments -determine program activities and funds expenditure. 	<ul style="list-style-type: none"> -assess needs -develop education materials -train nutrition education providers -are responsible for daily program operation.
WIC Adult WIC Youth	<ul style="list-style-type: none"> -administer and oversee the program -provide nutrition education guidelines. 	<ul style="list-style-type: none"> -develop nutritional risk standards -write standards for program services -review and approve local agency applications -monitor local projects. 	<ul style="list-style-type: none"> -are responsible for daily program operation, administration, and fiscal reporting.

reprinted and disseminated to FSP offices within their respective States. This method would have allowed each State nutrition specialist to develop culturally relevant materials for their target populations. For example, Florida may need nutrition education materials for Cuban and Haitian families while Minnesota may need Vietnamese materials.

Recommendation Two: Improve the Tabulation of Program Participants.

Discussion. Currently, the six programs differ among one another in their methods for counting participants. Instead of counting individuals served, some programs record (all duplicated counts) the number of persons receiving each type of program service, the number of entrants, or the number of participants during a given period of time. For example, 4-H and General F&N count each individual in each program activity; thus, if a person participates in five separate activities throughout the year, that person is counted five times. A similar tabulation system is used in the FSP which records the same person as two participants if in the same reporting period he/she receives food stamps, then stops, and again receives the stamps. EFNEP will count a person twice if after less than six program visits, the participant drops and then re-enters within one year. The NET reporting system which is quarterly also would not pick up a person counted more than once in a year as a duplication. The same applies for WIC which records the number of participants each month and therefore records the same individual as another count each month. However, non-duplicate records of the number of WIC participants are also available.

As a minimum, programs should clearly state how their participant totals were derived. In addition, as an alternative to the various tabulation methods now being used, programs might have each participant write his/her social security number on the respective enrollment forms, therefore eliminating counting an individual more than once. Using both social security numbers and electronic tabulation, participant totals across programs could be more comparable.

Recommendation Three: Record Individuals Receiving Services From More Than One Food and Nutrition Program.

Discussion. To date, only the EFNEP and WIC reporting systems provide for the collection of information on other related programs in which participants are enrolled. Knowing the degree of complementarity and overlap in food and nutrition services reaching individuals, policymakers can make more informed decisions about allocation of funds, type of program services, and requirements for eligibility. Furthermore, program administrators can better target their resources by reducing redundancy and building upon one another's resources.

Recommendation Four: Target State Program Funds Based on Need.

Discussion. The criteria currently used to determine how funds are targeted within States varies across the six programs. Funding decisions could be based on need data, cost considerations, feasibility information, or any combination of these or other factors. While all these factors may play a role in the final distribution formula, consideration of the needs of eligible participants is key. At present, only NET and WIC State offices are required to conduct a needs assessment which then dictates the focus of the State's activities. Whereas, FSP is the only one of the six programs mandated to offer its services in every county in the Nation, which means needs would be considered at a later stage of planning. The other State program offices have the option to use a needs assessment to decide where to establish program activities throughout each State. Again, once the offices are established within the States, additional criteria are used to determine how to reach participants and whom to try to reach. An examination of needs in the context of feasibility should be included in each program's plan for the coming year 2/.

2 / Table 10 displays information on the Federal restrictions on the use of program funds.

Recommendation Five: Facilitate More Coordination of the Activities and Training of Food and Nutrition Programs Within the States Through Federal Leadership.

Discussion: The Federal government should encourage States to coordinate food and nutrition services within each State. This type of cooperation could be facilitated by requiring each program to include an inter-program cooperation section in their respective State plan. At present, each of the food and nutrition programs reviewed in this report submits an annual State plan identifying intended activities for the following year 3/. While current Federal guidelines for State plans may encourage cooperation with other food and nutrition programs, the emphasis on cooperation needs strengthening. These proposed requirements to identify programs and staff training conducted by other related programs within the State would facilitate State-wide planning.

3/ Several programs are considering submission of multi-year plans with annual updates for necessary revisions.

TABLE 10

FEDERAL REQUIREMENTS FOR USE OF PROGRAM FUNDS FOR SIX WMA FOOD AND NUTRITION PROGRAMSFederal Requirements for Distribution of Program Funds

EWMP Adult	Funds will be allocated as follows unless specifically earmarked by Congress for other specific purposes: --Not more than 30% of total Federal appropriation can be used for professional and support costs, including 4-H professionals. --30% for employment of professionals and paraprofessionals and support costs to conduct the youth program. --60% for employment of professionals and paraprofessionals including support costs to conduct the adult program.
EWMP Youth	
4-H Food and Nutrition Program	Funds will be used for administrative, technical, and other services, and for coordination among the Department, States, Territories, and possessions. State funds will be used for providing training, publishing and distributing materials.
General Food and Nutrition Program	Funds will be used for administrative, technical, and other services, and for coordination among the Department, States, Territories, and possessions. State funds will be used for practical demonstrations, instructions, and the publishing and distribution of information on food and nutrition.
Food Stamp Program	Federal funds will be used for administration, certification, issuance, outreach activities, fair hearings, quality control monitoring, and nutrition education.
Nutrition Education and Training	No requirements for distributing funds to target geographical areas. Federal funds charged for administrative costs must be matched by State cost expenditures.
WIC Adult	30% of appropriated funds, not including those designated for evaluation and pilot projects, available for administrative costs at State and local levels. Not less than 1/6 of the funds expended by each State agency for administrative costs shall be used for nutrition education activities, unless the State agency receives special permission to use other funds.
WIC Youth	

Recommendation Six: Improve the Comparability of Data Reported for each Program.

Discussion: At present, there is no coordination across the six program reporting systems in terms of type of data, amount of information, selection of sample or frequency of collection. All Federal food and nutrition programs need not have the same exact reporting requirements but some overlap of information would be extremely useful. Information gathered on the nutrition education components should be comparable and the information gathered on the food assistance components should be comparable. Questions dealing with program effectiveness and program improvement cannot be properly answered without comparable data that is also reliable and valid.

Recommendation Seven: Collect Data on Program Operations at State Level.

Discussion: Our attempts to gather data on state-level program activities were fruitless. There is almost no valid information that is readily available about state activities in the different program areas. Only the recently completed EFNEP Evaluation has information on direct and in-kind State support for EFNEP. At a time when states are beginning to gain increased program responsibilities, these data would be most useful to program staffs, as well as policymakers.

Recommendation Eight: Assess Single Versus Multiple Intervention Programs.

Discussion: Food and nutrition studies should be conducted to determine the most effective means for providing nutrition education and nutritious diets to various populations. Some of the food and nutrition programs provide only nutrition education, others provide both nutrition education and food assistance. Each program differs in its program activities and service delivery. Is there an advantage to one approach over another? Should a program that is effective in providing nutrition education, for example, continue to focus its activities in this area or expand to include food assistance? Is the objective of good nutrition better served by providing the linkage of nutrition education and food assistance for the program participants? At present, no research exists to

indicate that either the single or multiple intervention strategy is the optimum; nor has research been done to suggest what types of program activities or service delivery approach is most effective; and no studies suggest which audience is the most receptive to nutrition education and/or food assistance. Studies designed to answer these questions are necessary to provide data about where and how to target the limited resources available. Unfortunately this recommendation continues to echo the sentiments of the 1978 President's Reorganization Project which succinctly stated: "There has been no systematic study of which strategies nutrition educators should use to make their program efficient and effective. As a result, program decisions are made on the basis of convention and convenience."

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APPENDIX A

Community Services Administration Poverty Income Guidelines

The Community Services Administration, predecessor agency of OEO, issued uniform income guidelines for all programs it funds which use income to determine program eligibility. The CSA Poverty Guidelines have been a reference used in determining EFNEP eligibility. The CSA Guidelines were based on poverty thresholds derived from a definition of poverty developed for statistical purposes by the Social Security Administration in 1964.

The Poverty Guidelines are changed from time to time to reflect substantial increases in the cost of living as measured by the Consumer Price Index. The attached Poverty Guidelines were effective on April 30, 1979.

The following income definition from Current Population Reports (p. 60, No. 91, Bureau of Census, December 1973), has been adopted by CSA for use with the attached Poverty Guidelines:

Income. Refers to total cash receipts before taxes from all sources. These include money wages and salaries before any deductions, but not including food or rent in lieu of wages. They include receipts from self-employment or from own farm or business after deducting for business or farm expenses. They include regular payments from public assistance, social security, unemployment and workmen's compensation, strike benefits from union funds, veterans benefits, training stipends, alimony, child support and military family allotments or other regular support from an absent family member or someone not living in the household; government employee pensions, private pensions and regular insurance or annuity payments; and income for dividends, interest, rents, royalties, or income from estates and trusts. For eligibility purposes, income does not refer to the following money receipts: Any assets drawn down as compensation for injury; also to be disregarded is non-cash income, such as the bonus of food and fuel produced and consumed on farms and the imputed value of rent from owner-occupied farm or non-farm housing.

POVERTY INCOME GUIDELINES FOR ALL STATES EXCEPT ALASKA AND HAWAII

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>	<u>Farm Family</u>
1	\$3,400	\$2,910
2	4,500	3,840
3	5,600	4,770
4	6,700	5,700
5	7,800	6,630
6	8,900	7,560

For family units with more than 6 members, add \$1,100 for each additional member in a non-farm family and \$930 for each additional member in a farm family.

POVERTY GUIDELINES FOR ALASKA

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>	<u>Farm Family</u>
1	\$ 4,270	\$3,650
2	5,640	4,810
3	7,010	5,970
4	8,380	7,130
5	9,750	8,290
6	11,120	9,450

For each family unit with more than 6 members, add \$1,370 for each additional member in a non-farm family and \$1,160 for each additional member in a farm family.

POVERTY GUIDELINES FOR HAWAII

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>	<u>Farm Family</u>
1	\$ 3,930	\$3,350
2	5,190	4,420
3	6,450	5,490
4	7,710	6,560
5	8,970	7,630
6	10,230	8,700

For family units with more than 6 members, add \$1,260 for each additional member in a non-farm family and \$1,070 for each additional member in a farm family.

APPENDIX B

List of the 50 States and United States Territories By Region 1/SOUTHERN

Alabama
Arkansas
Florida
Georgia
Kentucky
Louisiana
Mississippi
North Carolina
Oklahoma
Puerto Rico
South Carolina
Tennessee
Texas
Virginia

WESTERN

Arizona
California
Colorado
Guam
Idaho
Montana
Nevada
New Mexico
Oregon
Utah
Virgin Islands
Washington
Wyoming
Alaska
Hawaii

NORTH CENTRAL

Illinois
Indiana
Iowa
Kansas
Michigan
Minnesota
Missouri
Nebraska
North Dakota
Ohio
South Dakota
Wisconsin

NORTHEAST

Connecticut
District of Columbia
Delaware
Maine
Maryland
Massachusetts
New Hampshire
New Jersey
New York
Pennsylvania
Rhode Island
Vermont
West Virginia

1/ SEA-Extension recognizes four regions while the Food and Nutrition Service operates seven regional offices. For purposes of this study, the SEA-Extension regional identification has been used.

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APPENDIX C

Listing of Land-grant Universities and 1890 Institution By State

STATE	LAND-GRANT UNIVERSITIES	1890 INSTITUTIONS
Alabama	Auburn University	Alabama Agricultural and Mechanical University
Alaska	University of Alaska	
Arizona	University of Arizona	
Arkansas	University of Arkansas	University of Arkansas at Pine Bluff
California	University of California	
Colorado	Colorado State University	
Connecticut	University of Connecticut	
Delaware	University of Delaware	Delaware State College
District of Columbia	University of District of Columbia	
Florida	University of Florida	Florida Agricultural and Mechanical University Fort Valley State College
Georgia	University of Georgia	
Guam	University of Guam	
Hawaii	University of Hawaii	
Idaho	University of Idaho	
Illinois	University of Illinois	
Indiana	Purdue University	
Iowa	Iowa State University	
Kansas	Kansas State University	
Kentucky	University of Kentucky	Kentucky State University
Louisiana	Louisiana State University	Southern University Agricultural and Mechanical College, Baton Rouge
Maine	University of Maine	
Maryland	University of Maryland	University of Maryland, Eastern State
Massachusetts	University of Massachusetts	
Michigan	Michigan State University	
Minnesota	University of Minnesota	
Mississippi	Mississippi State University	Alcorn State University
Missouri	University of Missouri	Lincoln University
Montana	Montana State University	
Nebraska	University of Nebraska	
Nevada	University of Nevada	
New Hampshire	University of New Hampshire	
New Jersey	Rutgers University	
New Mexico	New Mexico State University	
New York	Cornell University	
North Carolina	North Carolina State University	North Carolina Agricultural and Technical State University

APPENDIX C—Continued

Listing of Land-grant Universities and 1890 Institutions By State

STATE	LAND-GRANT UNIVERSITY	1890 INSTITUTIONS
North Dakota	North Dakota State University	
Ohio	Ohio State University	
Oklahoma	Oklahoma State University	Langston University
Oregon	Oregon State University	
Pennsylvania	Pennsylvania State University	
Puerto Rico	University of Puerto Rico	
Rhode Island	University of Rhode Island	
South Carolina	South Carolina State College	South Carolina State College
Tennessee	University of Tennessee	Tennessee State University
Texas	Texas A&M University	Prairie View Agricultural and Mechanical University
Utah	Utah State University	
Vermont	University of Vermont	
Virginia	Virginia Polytechnic and State University	Virginia State College
Virgin Islands	College of the Virgin Islands	
Washington	Washington State University	
West Virginia	West Virginia University	
Wisconsin	University of Wisconsin	
Wyoming	University of Wyoming	

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APPENDIX D

Office of Management and Budget Non-Farm Poverty Income Guidelines For
Fiscal Year 1979 1/

**JANUARY THROUGH JUNE POVERTY INCOME GUIDELINES FOR ALL STATES EXCEPT
ALASKA AND HAWAII 2/**

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,348
2	4,404
3	6,084
4	7,680
5	9,120
6	10,956
7	12,084
8	13,836

For each family unit with more than 8 members, add \$1,764 for each additional member.

JANUARY THROUGH JUNE POVERTY GUIDELINES FOR GUAM 2/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,696
2	6,000
3	8,640
4	10,956
5	13,044
6	15,600
7	17,280
8	19,764

For each family unit with more than 8 members, add \$2,484 for each additional member.

JANUARY THROUGH JUNE POVERTY GUIDELINES FOR HAWAII 2/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,696
2	5,604
3	8,004
4	10,164
5	12,084
6	14,484
7	15,996
8	18,324

For each family unit with more than 8 members, add \$2,316 for each additional member.

1/ These guidelines are not the current 1981 ones but apply to 1979 which is the Fiscal Year used throughout this report.

2/ Source for data: Federal Register, November 21, 1978.

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JANUARY THROUGH JUNE POVERTY GUIDELINES FOR PUERTO RICO 2/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,348
2	4,404
3	5,844
4	7,440
5	8,796
6	10,644
7	11,676
8	13,356

For each family unit with more than 8 members, add \$1,680 for each additional member.

JANUARY THROUGH JUNE POVERTY GUIDELINES FOR VIRGIN ISLANDS 2/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,348
2	5,364
3	7,680
4	9,576
5	11,604
6	13,920
7	15,360
8	17,604

For each family unit with more than 8 members, add \$2,244 for each additional member.

JULY THROUGH DECEMBER POVERTY GUIDELINES FOR 48 STATES, DISTRICT OF COLUMBIA, PUERTO RICO, AND THE VIRGIN ISLANDS 3/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,672
2	4,836
3	6,000
4	7,152
5	8,316
6	9,120
7	10,632
8	11,556

For each family unit with more than 8 members, add \$1,164 for each additional member.

3/ Source of data: Federal Register, May 11, 1979.

JULY THROUGH DECEMBER POVERTY GUIDELINES FOR ALASKA 3/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 4,596
2	6,048
3	7,500
4	8,940
5	10,392
6	11,604
7	13,296
8	14,748

For each family unit with more than 8 members, add \$1,452 for each additional member.

JULY THROUGH DECEMBER POVERTY GUIDELINES FOR HAWAII 3/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 4,248
2	5,580
3	6,900
4	8,232
5	9,564
6	10,896
7	12,228
8	13,560

For each family unit with more than 8 members, add \$1,332 for each additional member.

(130.)
APPENDIX A

Community Services Administration Poverty Income Guidelines

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POVERTY INCOME GUIDELINES FOR ALL STATES EXCEPT ALASKA AND HAWAII

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>	<u>Farm Family</u>
1	\$3,400	\$2,910
2	4,500	3,840
3	5,600	4,770
4	6,700	5,700
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6	8,900	7,560

For family units with more than 6 members, add \$1,100 for each additional member in a non-farm family and \$930 for each additional member in a farm family.

POVERTY GUIDELINES FOR ALASKA

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>	<u>Farm Family</u>
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For each family unit with more than 6 members, add \$1,370 for each additional member in a non-farm family and \$1,160 for each additional member in a farm family.

POVERTY GUIDELINES FOR HAWAII

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>	<u>Farm Family</u>
1	\$ 3,930	\$3,350
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4	7,710	6,560
5	8,970	7,630
6	10,230	8,700

For family units with more than 6 members, add \$1,260 for each additional member in a non-farm family and \$1,070 for each additional member in a farm family.

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APPENDIX B

List of the 50 States and United States Territories By Region 1/

SOUTHERN

Alabama
Arkansas
Florida
Georgia
Kentucky
Louisiana
Mississippi
North Carolina
Oklahoma
Puerto Rico
South Carolina
Tennessee
Texas
Virginia

WESTERN

Arizona
California
Colorado
Guam
Idaho
Montana
Nevada
New Mexico
Oregon
Utah
Virgin Islands
Washington
Wyoming
Alaska
Hawaii

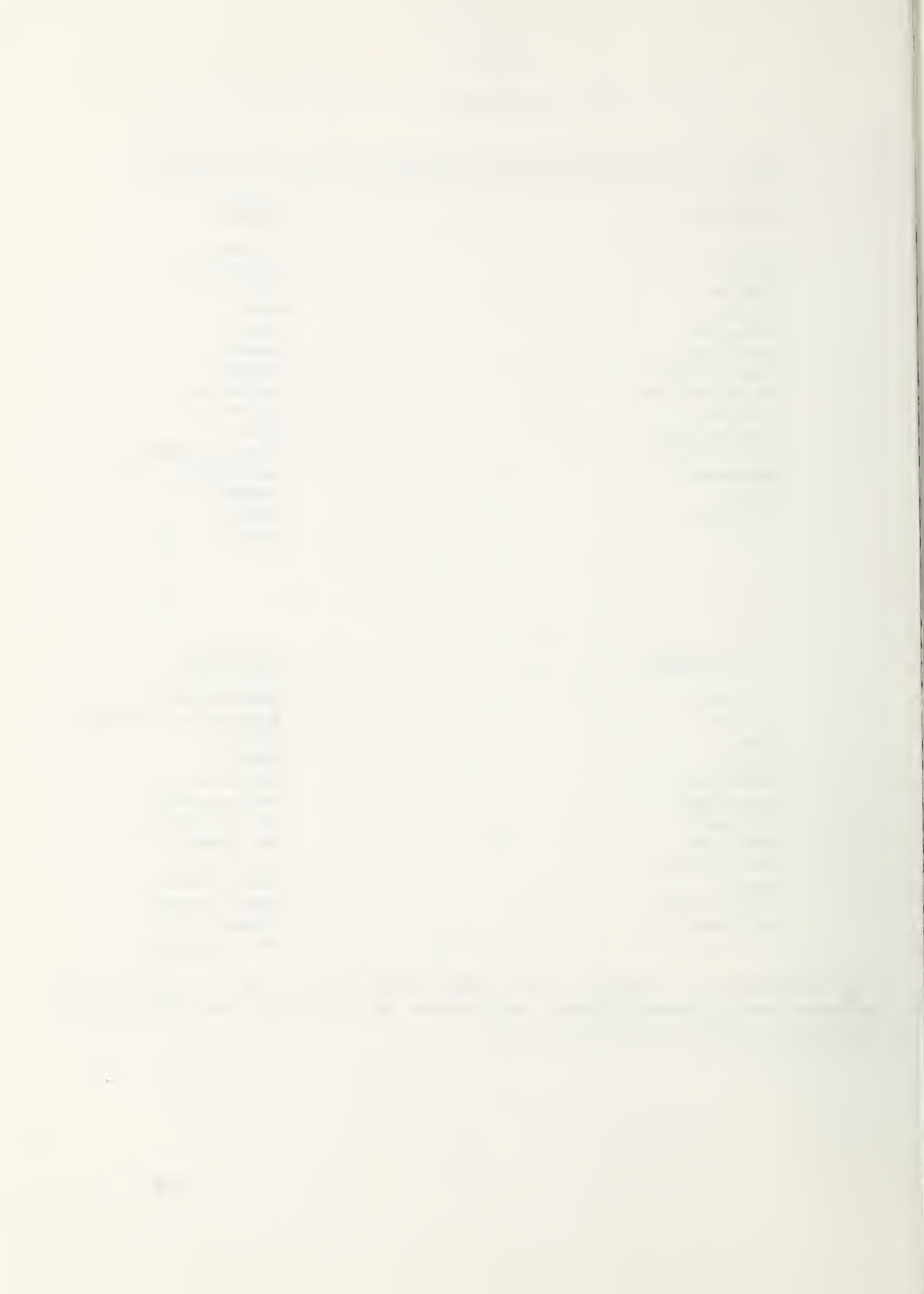
NORTH CENTRAL

Illinois
Indiana
Iowa
Kansas
Michigan
Minnesota
Missouri
Nebraska
North Dakota
Ohio
South Dakota
Wisconsin

NORTHEAST

Connecticut
District of Columbia
Delaware
Maine
Maryland
Massachusetts
New Hampshire
New Jersey
New York
Pennsylvania
Rhode Island
Vermont
West Virginia

1/ SEA-Extension recognizes four regions while the Food and Nutrition Service operates seven regional offices. For purposes of this study, the SEA-Extension regional identification has been used.

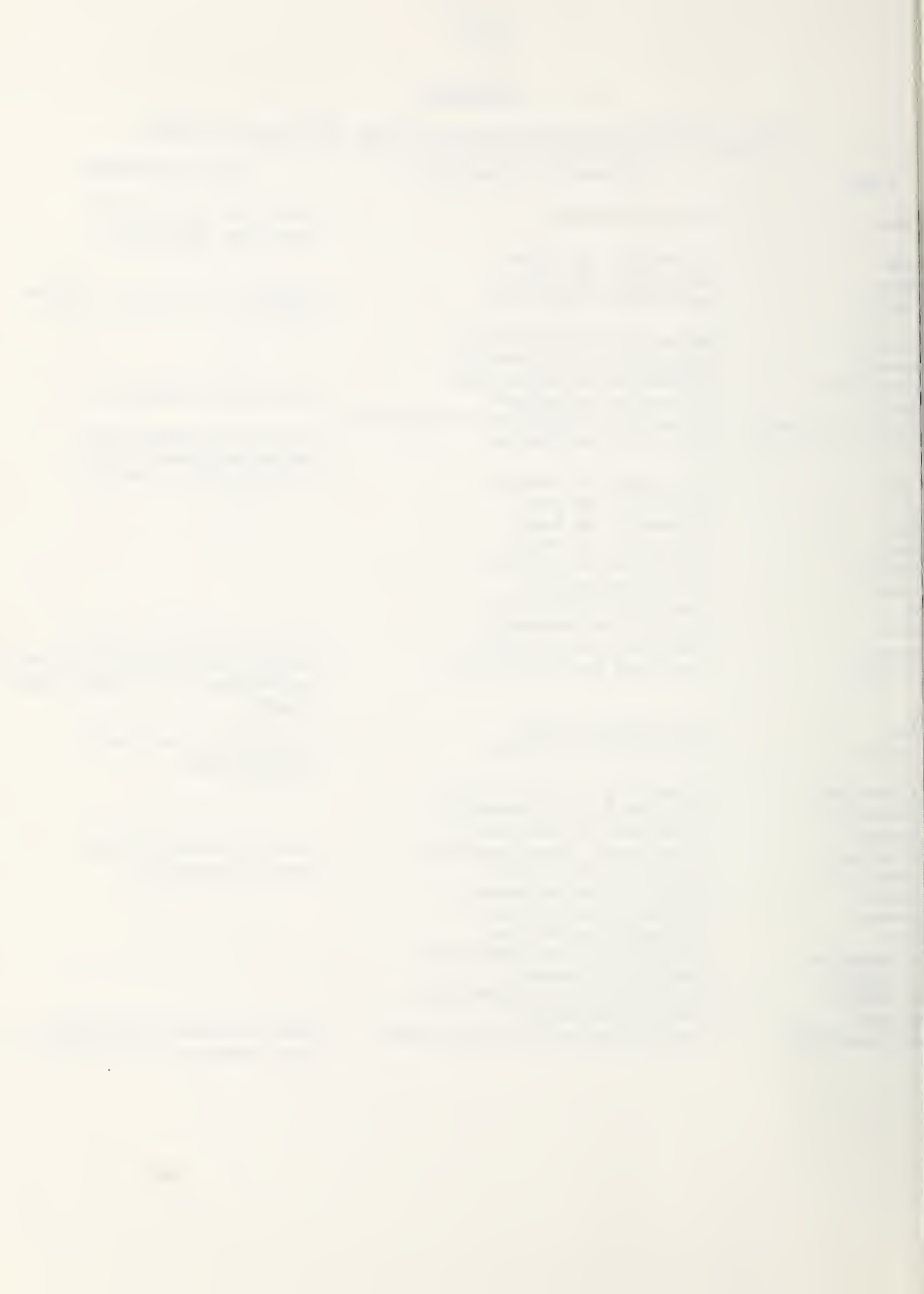


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APPENDIX C

Listing of Land-grant Universities and 1890 Institution By State

STATE	LAND-GRANT UNIVERSITIES	1890 INSTITUTIONS
Alabama	Auburn University	Alabama Agricultural and Mechanical University
Alaska	University of Alaska	
Arizona	University of Arizona	
Arkansas	University of Arkansas	University of Arkansas at Pine Bluff
California	University of California	
Colorado	Colorado State University	
Connecticut	University of Connecticut	
Delaware	University of Delaware	Delaware State College
District of Columbia	University of District of Columbia	
Florida	University of Florida	Florida Agricultural and Mechanical University Fort Valley State College
Georgia	University of Georgia	
Guam	University of Guam	
Hawaii	University of Hawaii	
Idaho	University of Idaho	
Illinois	University of Illinois	
Indiana	Purdue University	
Iowa	Iowa State University	
Kansas	Kansas State University	
Kentucky	University of Kentucky	Kentucky State University
Louisiana	Louisiana State University	Southern University Agricultural and Mechanical College, Baton Rouge
Maine	University of Maine	
Maryland	University of Maryland	University of Maryland, Eastern State
Massachusetts	University of Massachusetts	
Michigan	Michigan State University	
Minnesota	University of Minnesota	
Mississippi	Mississippi State University	Alcorn State University
Missouri	University of Missouri	Lincoln University
Montana	Montana State University	
Nebraska	University of Nebraska	
Nevada	University of Nevada	
New Hampshire	University of New Hampshire	
New Jersey	Rutgers University	
New Mexico	New Mexico State University	
New York	Cornell University	
North Carolina	North Carolina State University	North Carolina Agricultural and Technical State University



APPENDIX C—ContinuedListing of Land-grant Universities and 1890 Institutions By State

STATE	LAND-GRANT UNIVERSITY	1890 INSTITUTIONS
North Dakota	North Dakota State University	
Ohio	Ohio State University	
Oklahoma	Oklahoma State University	Langston University
Oregon	Oregon State University	
Pennsylvania	Pennsylvania State University	
Puerto Rico	University of Puerto Rico	
Rhode Island	University of Rhode Island	
South Carolina	South Carolins State College	South Carolins State College
Tennessee	University of Tennessee	Tennessee State University
Texas	Texas A&M University	Praire View Agricultural and Mechanical University
Utah	Utah State University	
Vermont	University of Vermont	
Virginia	Virginia Polytechnic and State University	Virginis State College
Virgin Islands	College of the Virgin Islands	
Washington	Washington State University	
West Virginia	West Virginia University	
Wisconsin	University of Wisconsin	
Wyoming	University of Wyoming	

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APPENDIX D

Office of Management and Budget Non-Farm Poverty Income Guidelines For
Fiscal Year 1979 1/

**JANUARY THROUGH JUNE POVERTY INCOME GUIDELINES FOR ALL STATES EXCEPT
ALASKA AND HAWAII 2/**

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,348
2	4,404
3	6,084
4	7,680
5	9,120
6	10,956
7	12,084
8	13,836

For each family unit with more than 8 members, add \$1,764 for each additional member.

JANUARY THROUGH JUNE POVERTY GUIDELINES FOR GUAM 2/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,696
2	6,000
3	8,640
4	10,956
5	13,044
6	15,600
7	17,280
8	19,764

For each family unit with more than 8 members, add \$2,484 for each additional member.

JANUARY THROUGH JUNE POVERTY GUIDELINES FOR HAWAII 2/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,696
2	5,604
3	8,004
4	10,164
5	12,084
6	14,484
7	15,996
8	18,324

For each family unit with more than 8 members, add \$2,316 for each additional member.

1/ These guidelines are not the current 1981 ones but apply to 1979 which is the Fiscal Year used throughout this report.

2/ Source for data: Federal Register, November 21, 1978.

JANUARY THROUGH JUNE POVERTY GUIDELINES FOR PUERTO RICO 2/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,348
2	4,404
3	5,844
4	7,440
5	8,796
6	10,644
7	11,676
8	13,356

For each family unit with more than 8 members, add \$1,680 for each additional member.

JANUARY THROUGH JUNE POVERTY GUIDELINES FOR VIRGIN ISLANDS 2/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,348
2	5,364
3	7,680
4	9,576
5	11,604
6	13,920
7	15,360
8	17,604

For each family unit with more than 8 members, add \$2,244 for each additional member.

JULY THROUGH DECEMBER POVERTY GUIDELINES FOR 48 STATES, DISTRICT OF COLUMBIA, PUERTO RICO, AND THE VIRGIN ISLANDS 3/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 3,672
2	4,836
3	6,000
4	7,152
5	8,316
6	9,120
7	10,632
8	11,556

For each family unit with more than 8 members, add \$1,164 for each additional member.

3/ Source of data: Federal Register, May 11, 1979.

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JULY THROUGH DECEMBER POVERTY GUIDELINES FOR ALASKA 3/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 4,596
2	6,048
3	7,500
4	8,940
5	10,392
6	11,604
7	13,296
8	14,748

For each family unit with more than 8 members, add \$1,452 for each additional member.

JULY THROUGH DECEMBER POVERTY GUIDELINES FOR HAWAII 3/

<u>Size of Family Unit</u>	<u>Non-Farm Family</u>
1	\$ 4,248
2	5,580
3	6,900
4	8,232
5	9,564
6	10,896
7	12,228
8	13,560

For each family unit with more than 8 members, add \$1,332 for each additional member.

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